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ABSTRACT

This report presents Washington State's Master Plan for building a higher education system that addresses change in four fundamental elements: accessing education in urban areas; developing a new higher education funding process; evaluating institutional performance; and strengthening admissions standards. The Master Plan recommends the following: (1) enhanced service to four underserved urban areas of the state: Vancouver, the Tri-Cities, Spokane, and Puget Sound region; (2) a new funding approach that does not require lowering admission standards in order to maintain funding; (3) surveys to gauge graduate and employer satisfaction as well as a search for a nationally normed test of student computation, communication, and critical thinking skills to show how well individual institutions and the system as a whole are performing; and (4) the creation of admission policies that attempt to match student needs and abilities with the appropriate institution. The report concludes with a summary of goals, actions, and recommendations for enhancing the quality of Washington State's higher education. Appendices provide information on the Master Plan process and previous planning efforts, higher education participation rates county by county, details of the Stability Adequacy and Focused Excellence funding processes, and guidelines for service to Spokane. (GLR)

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The Washington State Master Plan for Higher Education

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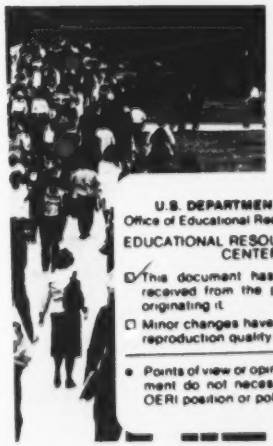

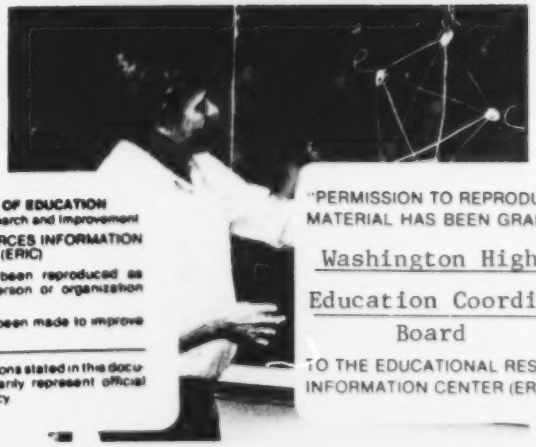

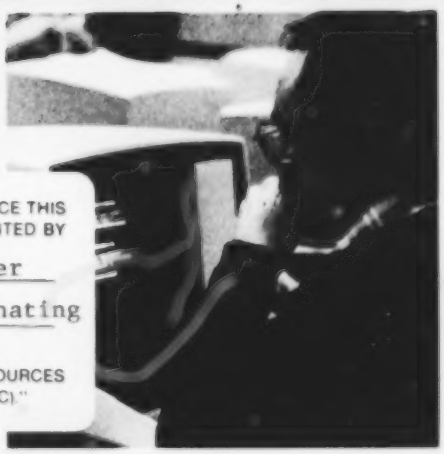

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The Higher Education Coordinating Board

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Building a System

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The Washington State Master Plan for Higher Education

The Higher Education Coordinating Board
908 East Fifth Avenue
Mail Stop EW-11
Olympia, Washington 98504

Charles T. Collins, Chair
Seattle

John M. Fluke, Jr.
Everett

Andy Hess
Vancouver

M. Lyle Jacobsen
Olympia

Mary James
Ellensburg

Pearl McElheran
Seattle

Jon Runstad
Seattle

William R. Wiley
Richland

Vivian Winston
Spokane

A. Robert Thoeny
Executive Director

December 1, 1987

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Higher education is an investment, an investment by society in itself, in its future. This investment has three purposes:

- The foremost objective is to develop the cognitive and expressive skills of students. The democracy simply will not work, the entrepreneurial insight will not occur without discerning, communicating citizens.

- Society increasingly expects higher education to develop the professional and technical skills that are the foundation of a complex culture and economy.

- Basic and applied research are inherent in the education process. Knowledge is dynamic; it produces more knowledge. Research fosters economic opportunity and defines tomorrow.

Fundamental to an understanding of public higher education is the recognition that benefiting the individual student is just part of the educational investment. Public education is a compact among generations. It should be available to all who will benefit. The student's benefit — the knowledge and skills — are society's benefit. The student's success or failure is society's success or failure.

The standard for higher education is excellence. Excellence is pursued among the limitations of scarcity. A prudent society insists that its investment is well managed, that it is productive.

A society should also aspire to high levels of achievement. The people of Washington should challenge themselves to achieve a system of higher education that is one of the five best in the nation. This goal can and should be reached by 1995. The people of Washington deserve no less.

Overview

Washington's public colleges and universities are at a critical juncture. Prolonged underfunding and recent enrollment limitations have weakened the state's system of public higher education, limiting its ability to meet future demand.

Beginning in 1995, postsecondary institutions in Washington, particularly baccalaureate institutions in underserved urban areas, face sharply rising enrollment pressure as the "baby boom echo" reaches them. It will be the most dramatic growth in demand for higher education since the 1960s.

Only a few short years remain in which to plan for this challenge. Enrollments are projected to stabilize or even drop slightly until the mid-1990s. After that they will start increasing, and by 1995, public higher education resources will be hard-pressed to serve the oncoming rush of new students unless adequate advance planning is done now, while enrollment pressure is relatively stable. But if the right choices are made now, Washington's system of public higher education will rank among the best five in the nation by 1995.

By 2006, the state's population is forecast to expand by nearly one million people, which translates to enrollment increases equivalent to more than 30,000 full-time students. Ten thousand of these new students will be seeking admission to public four-year colleges and universities. That is more new students than the entire student body currently at four of the state's six baccalaureate institutions. And most of these new students will come from urban areas.

The 1985 Washington State Legislature created the Higher Education Coordinating Board and assigned it the responsibility for planning the state's system of higher education. This master plan is the result. It provides the foundation for future growth and change.

Fundamental elements of our present system must be restructured. By focusing on these elements, this master plan points the way to building a system of higher education for Washington that enhances and develops our potential as human beings, expands our awareness as citizens of the state and world, and improves our chances for a better economic future.

The Board has identified four foundation elements.

Increased Access in Urban Areas

Inadequate access to baccalaureate education for our state's urban populations is a major and urgent problem. With the exception of the University of Washington, the state's four-year public institutions are not located in large population centers, yet the concentration of the state's population in these urban areas is increasing. This situation has caused major inequities in educational participation across the state, created hardships for students, and disadvantaged many businesses and communities in urban Washington. The master plan deals with this problem by recommending enhanced service to four underserved urban areas of the state: Vancouver, the Tri-Cities, Spokane, and the Puget Sound region.

A New Basis of Funding

Washington's higher education funding process ought to advance the state's educational policies and objectives. Our present process fails to do this, because it relies too heavily on enrollment. The current practice encourages lowering admission standards in order to maintain funding, a practice that threatens educational quality. The master plan recommends a new funding approach that removes this incentive and addresses the connection between funding and educational quality. This new approach has as its goal the funding of our institutions at least at the average per-student support of their peers. Once this is achieved, quality is protected by requiring enrollment reductions if state funding falls below the standard. In addition, the recommended funding process provides for selected improvements to create educational excellence, either at the institution's initiative or in response to state-initiated performance objectives.

Performance Evaluation of Institutions

Higher education's ability to benefit society depends on the quality of its faculty, programs, and institutions. The state's resources are wasted when quality education does not result. While many studies and educators have questioned and criticized the quality of higher education, the truth is that we currently lack objective measures for evaluating how well our institutions are performing their primary missions.

The public has the right to expect state colleges and universities to be accountable for the quality of the education they provide. The master plan proposes systemwide performance evaluation to monitor our investment in higher education. It recommends surveys to gauge graduate and employer satisfaction and initiates a search for a nationally normed test of student computation, communication, and critical thinking skills to show how well individual institutions and the sytem as a whole are performing. The Board does not recommend that a passing score on this test be a graduation requirement. The test's purpose is to evaluate how well the institution is educating its students and to provide a basis for improvement.

Strengthened Admission Standards

The Higher Education Coordinating Board has the responsibility to establish a statewide policy of minimum admission standards for public baccalaureate institutions. Although establishing admission standards does not require further legislative action, the Board's action is included here because admissions policy is one of four policy areas identified as crucial to the future of Washington higher education.

College admission policies should attempt to match student needs and abilities with the appropriate institution. They should also seek a balance between making the educational opportunity available to everyone and limiting it to those who are most likely to benefit. The Board plans an admission policy that will:

- Provide multiple points of access.
- Continue community colleges' open-door policy.
- Base admission to state public four-year institutions on the probability of student success using a combination of high school coursework, grade-point average, and performance on a nationally normed test.
- Establish admission standards at two state research universities higher than those for the comprehensive universities and The Evergreen State College.
- Integrate the entire system of public higher education to facilitate transfers among institutions.
- Provide alternative admission procedures for students in special circumstances.

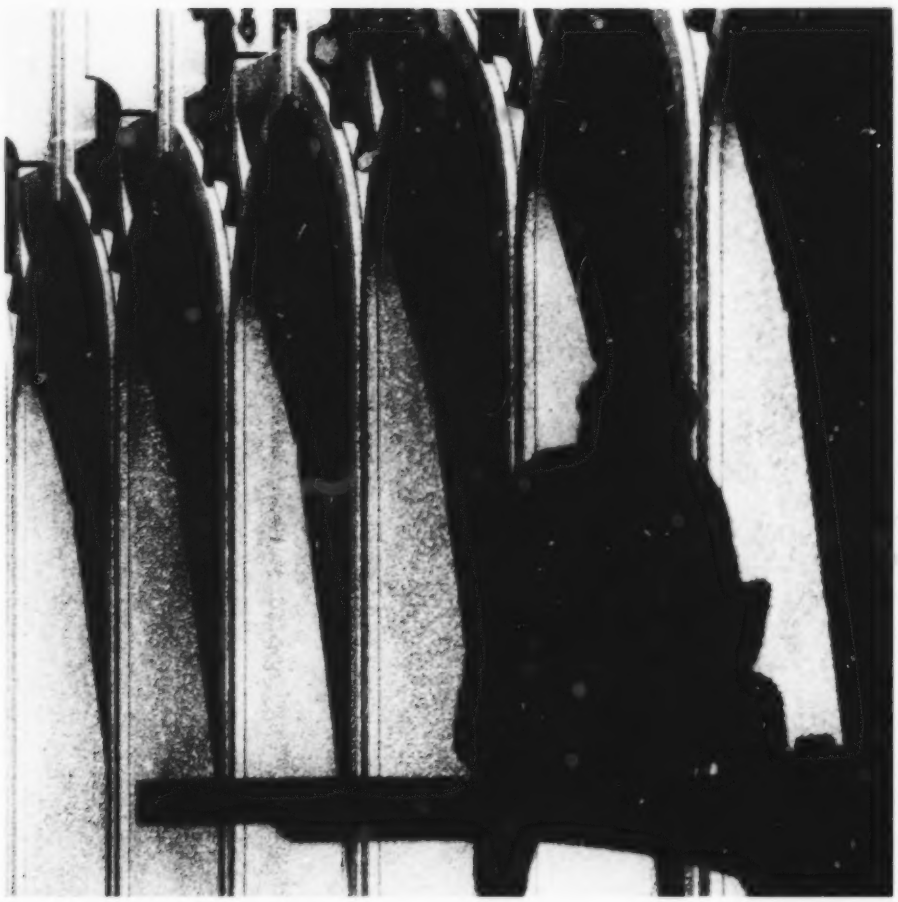
A Call for Action

The economic challenge to our state, the problems created by underfunding, and doubts about the quality of higher education require decisive action. The time for action is now. The state must increase its financial support to public higher education. This plan outlines a way for the state to reinvest in its future, to plan that investment wisely, and to monitor its return.

Washington's system of public higher education can be among the five best systems in the nation by 1995. The decisions made today will ensure that success.

Chapter 1

Planning for Quality: The Challenge to Higher Education



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Chapter 1

Planning for Quality: The Challenge to Higher Education

Higher education benefits everyone. Those who participate in higher education benefit directly. They, in turn, benefit society by participating in the political, social, and cultural life of the state; through their economic productivity; and by the quality of the experience, judgment, and understanding they bring to their communities.

By enriching our society and culture through the pursuit of knowledge, higher education creates communities with an attractive quality of life. Today's complex and changing economy, driven by technology and built on knowledge, makes us increasingly dependent on higher education. We cannot ignore these realities. Neither citizen nor state can expect to advance without taking full advantage of what higher education can offer.

As centers of research and development and repositories of knowledge, colleges and universities attract and facilitate economic development. Higher education creates a workforce with the refined technical, analytic, and communication skills needed by Washington businesses and industries as they seek to compete in an increasingly complex and demanding work economy.

The choice is simple: we must have quality higher education or cease to be economically competitive. For both the individual and the larger society, education is a bridge between present and future, between what we are and what we hope to be.

Emphasis on Quality

As the demands on higher education increase, there is greater concern about its quality. Recent national studies have questioned how well colleges and universities are educating their students. These studies have criticized the quality of undergraduate education and expressed doubts about the ability of our graduates to read, think, and communicate at the college level. While these studies do not necessarily describe the situation in Washington, they do raise issues of greater accountability and assessment of how well our colleges and universities are educating their students.

Washington's economic circumstances emphasize the importance of quality higher education. Yet, these same circumstances also produce fiscal constraints that make it difficult to achieve that quality. To fully realize the social, cultural, and economic benefits, the resources allotted to public higher education must be used as wisely and efficiently as possible.

Our present system is the product of individual decisions made by largely autonomous institutions in a period when both enrollment and the state's economy were expanding. Many of these decisions have served us well. However, the present environment dictates a more coordinated system whose policies are developed on a systemwide basis.

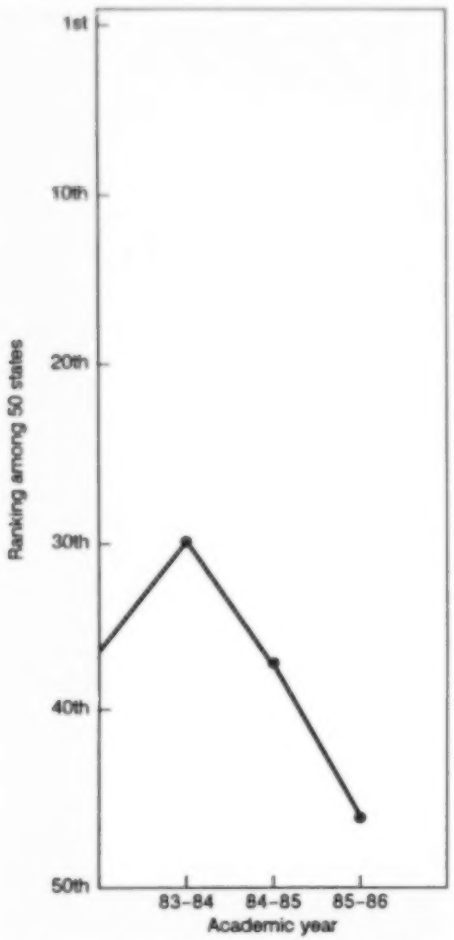
In preparing this master plan the Higher Education Coordinating Board has reviewed the current condition of our system, the state's present and future educational needs, and the system's ability to meet these needs. Despite its problems, Washington's system of higher education has considerable strengths. Although the Board's review identified both strengths and problem areas, the master plan focuses on the latter. This plan also focuses on the state's six public baccalaureate institutions. This emphasis reflects a sifting of issues, the identification of urgently needed changes, and the Board's view that the state's community college system is functioning well.

Strengths	Problem areas
Accessible, well-located system of community colleges	Inequitable access to baccalaureate and graduate education
High participation rate by state population	Variable admission standards not keyed to student success
Autonomous institutions responsive to local needs	Lack of external accountability for institutional performance
Diversity of programs, many with national reputations for excellence	Unstable and inadequate funding basis

The Board considered both the strengths and problem areas of Washington's public system of higher education.

Higher Education Today: At the Crossroads

In 1985–86, Washington ranked 46th out of the 50 states in per-student spending for public higher education, including both community colleges and baccalaureate institutions. Washington spent about $1000 per student less than the national average. While this low rank is cause for concern, even more disturbing is that it continues a sharply downward trend. As recently as 1983–84, Washington's per-student support ranked 30th, as shown by the graph.



Washington's Recent Per-student Funding Trend

Despite this underfunding, our college and university faculty have continued to provide high-quality research and teaching. The faculty, staff, and administrators of our postsecondary institutions have done an outstanding job of meeting Washington's educational needs in light of their difficult circumstances.

The extended period of underfunding has placed faculty salaries at all our colleges and universities and instructional support at most of them below that of peer institutions in other states. This underfunding has hampered efforts to recruit and retain top-quality faculty and has gradually eroded the standing of our institutions among their peers. Funding constraints have lowered morale throughout the system.

Recognizing these conditions, the 1987 Legislature acted decisively to end the downward trend of support for public higher education. Now it is time to increase that support, to invest once again in higher education, to plan that investment wisely and monitor its return.

To build and maintain a higher education system that meets citizen needs during the remainder of this century, the State of Washington should accept this challenge:

By 1995, the public higher education system of Washington State shall be widely regarded as one of the five best systems in the United Sates as judged by (1) the availability of the system to the population, (2) the skills and knowledge of its graduates, and (3) the contributions of its institutions to improving the lives of all Washington citizens. The Higher Education Coordinating Board intends for this rating to be based on measurable and demonstrable evidence.

The Challenge

In order for our state to continue to compete effectively in today's economy, higher education must provide an appropriate education to people entering the workforce. We must not, however, forget that our colleges and universities are more than mere training grounds for specific jobs. We must not undermine precisely those characteristics needed most for economic development by losing sight of the traditional purposes and character of higher education.

In today's knowledge-based economy, the most important source of productivity is human capital: the knowledge, skills, training, and insight of workers, managers, and entrepreneurs. In the past, an employee's preparation consisted of a defined body of knowledge or a specific set of job skills. Now exponential increases in knowledge and rapid technological change require broadly educated workers with refined analytic and communication skills who are capable of learning new technologies and adapting to constant change. More than ever, today's prospective employee needs a certain quality of mind and the ability to think creatively, analytically, and independently. Higher education can produce such employees, but not if it is focused solely on preparing people for particular careers. An education that broadens cultural horizons and social awareness not only benefits society, but builds a solid foundation for individual success.

Goal: ***To develop and maintain a higher education system that provides for cultural enrichment, develops social leadership, and fosters economic development.***

Beyond employment preparation, higher education is expected to develop the capacity for interesting, meaningful, and satisfying lives. Questions of employment, career, and the economy are subsumed within a context of broader values. The contributions of our colleges and universities toward development of the individual should be reaffirmed.

Recommendation: ***All higher education degree programs should provide curricula that (1) help students become independent, self-reliant citizens, while instilling a sense of community; (2) broaden cultural horizons and social awareness; (3) develop the capacity for interesting meaningful, and satisfying lives; (4) develop an appreciation for the shared values of discipline, cooperation, toleration of differences, and respect for truth; and (5) develop the ability to think creatively, analytically, and independently through inquiry, analysis, and evaluation.***

Cultural Enrichment

Largely implicit social values are easily taken for granted. Often, we do not realize how important they are until someone violates them. Colleges and universities not only study these values, they exemplify them. Inquiry and learning are grounded in shared values. By studying, prizing, and exemplifying these values, colleges and universities serve to inculcate them in their students and in the wider society.

Cultural enrichment
- Appreciate shared values
- Appreciate different cultures and creeds
- Enrich community culture

Social leadership
- Promote equal opportunity for all
- Provide equitable access
- Encourage full participation

Economic development
- Provide the human capital
- Offer a broad education
- Enhance vocational and technical training
- Bind a lasting partnership between academia and industry

Washington's system of higher education should enrich our culture, develop social leadership, and foster economic development.

A number of these values form the core of our civic virtues. These include open-mindedness, toleration, respect for differences, and a willingness to let the reasoned debate and expression of all viewpoints determine our course. By fostering and developing these values, our educational institutions are building and sustaining the political foundations of our way of life.

Our political traditions and culture are also predicated on people's ability to think for themselves, question authority, analyze and evaluate political candidates and difficult political issues, and decide the course of their lives. The skills, attitudes, and habits of mind requisite to such abilities are fostered, developed, and refined at our colleges and universities.

Because we live in a culturally diverse country and world, Washington citizens also need to understand cultural and social traditions and perspectives different from their own, including the perspectives of those of a different race, sex, or social class. Such understanding reduces barriers caused by ignorance, prejudice, and misperception, and strengthens our society by increasing social cohesiveness and solidarity.

Our institutions of higher learning contribute substantially to such understanding by their instruction and research and also by creating an environment of curiosity, inquiry, and tolerance.

Our political and economic survival depends on understanding peoples and cultures different from our own. We cannot afford ethnocentrism and cultural insularity. The study of other cultures and languages are prerequisites to successful participation in a world economy -- all the more so for a state that is an increasingly important trading center on the Pacific Rim.

Students, the direct beneficiaries of higher education, are not the only individuals who experience cultural enrichment through higher education. The exhibits, theater, musical performances, lectures, and community discussions offered by colleges and universities culturally enrich members of the larger community in which these institutions are located.

However, not all communities are served by a college or university, which limits the cultural enrichment opportunity for many Washington citizens. For these citizens the media of television and radio provide a practical alternative. In order to strengthen and expand the role of colleges and universities in the cultural life of the state, the following policy is recommended:

Recommendation: ***Colleges and universities should continue their contributions to the cultural enrichment of citizens residing in their service areas. In addition, through telecommunications and extended programs, institutions should emphasize reaching the state's dispersed smaller populations who have limited access to cultural activities and events.***

Social Leadership

Through their teaching, research, and public service, institutions of higher education assist us address the social and political issues that confront us. Colleges and universities help identify and delineate the issues, analyze and criticize proposed solutions, and stimulate and inform the public discussion that necessarily precedes issue resolution.

Within this broad responsibility for social leadership, colleges and universities have a special obligation to promote equal treatment and opportunity for all Washington citizens. We can meet this obligation, in part, by studying the ethnic and cultural traditions of minority groups in our society, and the role, status, and history of women.

Because higher education is our society's most powerful instrument of personal and professional development, equitable access is an important objective. But this is not only a matter of equity. Society will benefit by developing and fully utilizing the talents and abilities of all its members.

Encouraging the full participation of women, minorities, and the handicapped in higher education requires recruitment programs, support services, and appropriate facilities. These, in turn, require adequate funding earmarked for these purposes. It is the institutions' responsibility to establish these needs as budget

priorities. The Higher Education Coordinating Board will closely monitor the progress made by the institutions in recruiting, retaining, promoting, and educating women, minorities, and disabled persons.

Recommendation: ***Higher education institutions and higher education agencies in this state should provide leadership for the rest of society by establishing and implementing policies and practices that ensure the full participation of women, minorities, and disabled persons in higher education programs as students, faculty, staff, and administrators. Special efforts should be made to increase participation of all these groups in decision-making positions. Institutions and agencies should allocate sustained and adequate funding for this purpose.***

Economic Development

Higher education's greatest impact on the economic development of our state is in education of the workforce. Today's economy requires broadly educated workers with refined analytic skills who can learn new technologies and adjust to change, workers with broad perspective who can think creatively and independently. These characteristics and the aforementioned noneconomic benefits of higher education -- instilling the values necessary to social enterprise and cooperation, fostering the characteristics essential to our society's governance, and understanding cultures and traditions different from our own -- are realized through courses in the liberal arts and humanities. Given the importance of these courses, study of the liberal arts should be included in all academic degree programming.

Education incorporating the liberal arts makes both individual workers and their communities more economically resilient. The greater range of individual capability, flexibility, and capacity to learn new tasks makes it easier for communities to adapt to new technological developments, to shift workers between sectors of the economy, or to adjust to changes of the business cycle. It is sometimes said that higher education teaches the student to learn how to learn. In today's changing economy, being able to learn new technologies and applications, and indeed new jobs and careers, is already a necessity.

This is not to imply that specific job training is unimportant. Higher education does provide job-specific training. Vocational education programs offered by the community colleges, vocational- technical institutes, and the proprietary vocational schools provide career training in a wide variety of fields. Our colleges and universities provide career-specific education in such fields as teaching, medicine, engineering, and law. Training for a specific job is an essential part of the higher education system.

Higher education's substantial and multidimensional effect on the state's economy can be approached from a number of different perspectives. Since Washington is competing with other states and countries to sustain and enhance its economy, it is worth considering how businesses -- the objects of this competition -- view the role of higher education.

When businesses evaluate the economic environment of our state, they consider both the educational attainment of the workforce and the quality of the education that workforce has received. Increasingly, they seek a broadly educated workforce with the ability to learn. Their assessment of the workforce is closely tied to their judgment of the quality and standing of the colleges and universities that produced that workforce. They look at the state's commitment to building and maintaining a quality system of public higher education and how that commitment will shape workforce capabilities in the future.

Businesses also consider the quality of life of the community. Higher education encourages progressive, enlightened, and culturally enriching communities that are attractive to businesses. The presence of a good college or university is an important community asset. Businesses look to colleges and universities to train and retrain their workers. Higher education institutions serve businesses as sources for continuing education.

All levels of higher education -- community colleges, comprehensive universities, the state college, research universities, and vocational-technical training -- have important roles in producing and maintaining a high-quality workforce.

The community colleges play several critical roles related to economic development:

- The initial training of students who do not require a baccalaureate degree.
- The first two years of education for those who do require a baccalaureate degree.
- Convenient continuing education for people already working who need to keep pace with technological change in their jobs.
- Retraining of displaced workers or, in partnership with the Employment Security Department, training for people trying to gain independence from welfare or unemployment compensation.
- Remedial education for underprepared students seeking degrees.

Community colleges work cooperatively with employers to meet education and training needs through customized programs as well as the regular curriculum.

Beyond education and training of the workforce, higher education makes substantial contributions to the state's economic development through basic and applied research programs. One of the factors businesses weigh in evaluating the economic climate is the amount of research cooperation between business and education. Many of Washington's colleges and universities serve as direct catalysts of economic development through such activities as research centers and business incubators, entrepreneurship and technology transfer programs, and customized job training. The success of the Washington Technology Center serves as an excellent example of this relationship.

Research universities play a special and vitally important role in economic development. Their scientific research, discoveries, and technological developments create new products and new industries. They help existing businesses flourish and remain

competitive. They offer the kinds of advanced technical and scientific training needed by workers in key state or regional industries.

The comprehensive universities and the state college play a large role in research and service contributing to economic development. These activities should be encouraged when they contribute to state needs and the intellectual vitality of the institution's academic programs.

The relationship between higher education and economic development is complex and multidimensional. Though the cumulative impact of higher education is undeniable, there is not always a direct and immediate effect and the connection to economic development is not the same for every business and industry. Nevertheless, states such as North Carolina, Michigan, Ohio, and Virginia that have strengthened their higher educational systems have experienced economic growth directly attributable to higher education. Further, the businesses and industries that rely on research and development, advanced scientific and technical expertise and support, and well-educated workers, regard high-quality colleges and universities as essential. In this environment of increased competition, Washington must have an educational system of high quality, not because other states are doing so, but because it is necessary to preserve our citizens' quality of life.

Recommendation: ***A concerted effort should be made by the institutions and the nonacademic community to ensure that the quality of higher education is sufficient to meet the economic needs of our state and society. Stronger partnerships should be forged between academia and industry and the various sectors of the economy to encourage economic development through such means as training, research, and the effective transfer of scientific and technological advances. To this end, institutions should review their current policies to ensure that they encourage participation in these partnerships. Greater emphasis should be placed on the careful assessment, evaluation, and coordination of economic development activities within and among the institutions. Coordination should occur in a manner that does not stifle innovation, creativity, and entrepreneurship at the institutional level.***

A Sound Investment

A state's higher education budget is an investment that in the long run will benefit all of its citizens. Such an investment pays a number of different dividends. In strictly financial terms, economists estimate that each dollar from the state budget spent on higher education returns far more than a dollar to a state's economy. A recent study in Pennsylvania estimated that every dollar spent on higher education generated $1.70 for the Pennsylvania economy. While no comparable study is available for Washington, it is reasonable to assume that a similar relationship exists for our state's economy. More important than the monetary return, our investment in higher education yields well-educated citizens; social, political, and cultural advancement; ingredients for economic growth and development; and the capacity for interesting, satisfying, and meaningful lives.

But not every dollar invested in higher education yields the same return. As with many investments, an optimal return is achieved by making an investment of a certain size. In higher education the optimal return is achieved by making an investment of a size that permits high quality education to take place. A level of investment less than this would not be prudent.

Washington needs a framework for planning and coordination to ensure that educational resources are used efficiently. Our state's budgetary realities mean that public higher education must compete for severely limited resources. We must use the resources that are provided as wisely as possible through effective long-term planning and coordination. Only in this way will our citizens' investment in higher education produce the maximum return.

Planning Approach: Four Foundation Elements

In its deliberations, the Higher Education Coordinating Board sifted through a large number of issues and policy options. (See Appendix A for a discussion of the process followed by the Board in developing these issues and options, as well as a brief history of earlier higher education planning efforts in the state.) As the Board evaluated these issues and options, it became clear that some were pivotal, others were dependent on data not yet available, and still others could not be determined until the pivotal policies were decided. Therefore, the Board chose to focus this master plan on the four policy choices that constitute the foundation of the state's plan for higher education. Other issues and policy recommendations will be the subject of biennial updates to this plan.

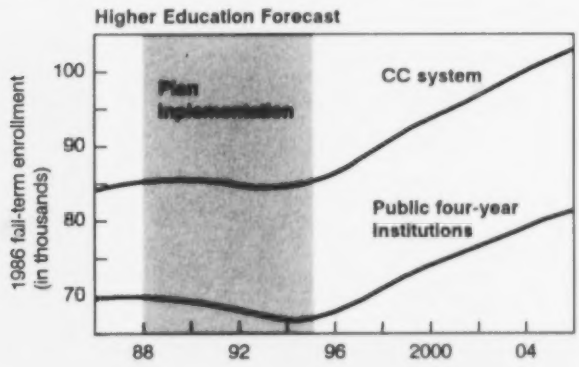
Each of the four foundation elements summarized earlier — increasing access to urban areas, a new basis of funding, performance evaluation of institutions, and strengthened admission standards — is discussed in greater detail in the following chapters.

Access	Expand services to underserved urban areas through branch campuses		
Funding	Establish a new basis for funding higher education in Washington	=	One of the best five systems of higher education in America by 1995
Evaluation	Implement a new system for evaluating institutional performance		
Admissions	Strengthen appropriate admission standards for baccalaureate institutions		

The right action on four pivotal foundation elements will lead to a better system.

Timing

Forecasts indicate that after 1995 our state will experience a rapid and sizable increase in the demand for higher education. It is imperative that our higher education system be prepared for this period of expansion. Patterns of services, admissions standards, a new budgeting process, and an evaluation system must all be established before this expansion occurs. After 1995 the higher education system will be occupied with meeting a sharply rising demand for services, and there will be little opportunity for restructuring the system.



Timing is critical: We must plan for the future now.

How to Use This Plan

This implementation plan is intended as a practical guide to action for several groups. For the Higher Education Coordinating Board, the structure and principles of the plan provide a framework for performing its statutorily assigned duties and for developing future policy. For the Legislature and the Governor, we recommend the plan as the basis for state higher education policy guiding future legislation and budgets. For governing boards and institutional administrators, this plan is offered as a guide for developing role and mission statements, enrollment policy, budget requests, and institutional planning. Finally, we offer this plan to community groups and the public as a framework for debate and discussion of those educational issues that are so important to the future of our state.

Implementing this plan requires action by (1) the Washington State Legislature; (2) various higher education governing bodies, including the Higher Education Coordinating Board; and (3) institutions of higher education. Throughout this plan, symbols have been used to indicate where actions by one or more of these groups is needed.

Requires legislative action

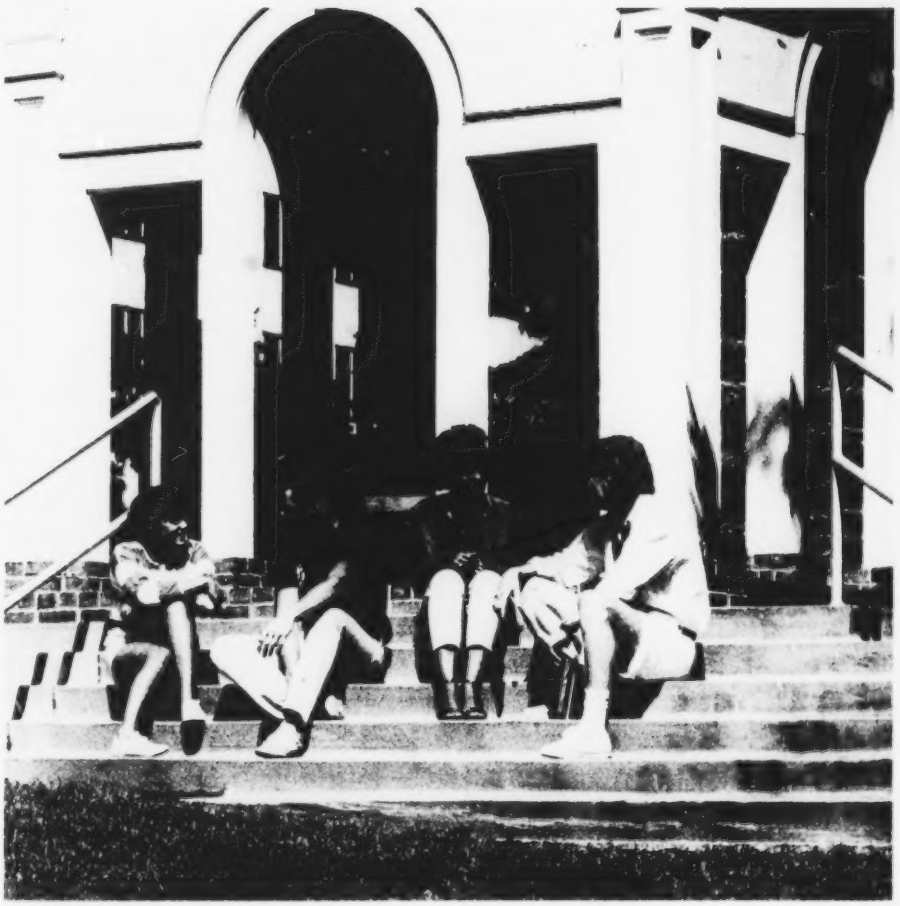
Requires action by higher education boards

Requires action by institutions

Symbols are used to indicate primary responsibility for recommended actions.

Chapter 2

Accessing Quality: Urban Branch Campuses



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Chapter 2

Accessing Quality: Urban Branch Campuses

The benefits higher education offers to society and the individual can be realized only when students have adequate and equitable access to quality institutions of higher learning. Access, in turn, depends on the availability of educational programs and the policies that determine admission to those programs.

The state has a fundamental responsibility to see that the benefits of higher education are distributed equitably. This means that educational opportunity must not be a function of an individual's race, sex, disability, wealth, or place of residence.

Goal. *To provide access to higher education for Washington citizens prepared to complete successfully a program of study, and to provide such access equitably and with maximum efficiency.*

Existing Patterns of Access

Historically, Washington citizens have recognized the critical link between higher education and their economic, social, and cultural well being. This is evidenced by a high rate of participation in higher education. In 1986 over 246,000 people attended the 44 institutions of higher education in the state for which data are published by the Office of Financial Management. The rate of participation has been very high, ranking first in the nation in 1980, but slipping to eighth in 1986.

These statistics are cause for both concern and hope. Dropping from first to eighth reflects the deterioration of support for higher education experienced by Washington institutions in the 1980s. However, the fact that Washington citizens still seek higher education opportunity at such a high rate bodes well for our state's future competitive position. If the state can meet this demand with quality higher education programs, the results will be a highly educated and competitive workforce.

Washington students chose to attend a variety of institutions of higher learning, according to 1986 data:

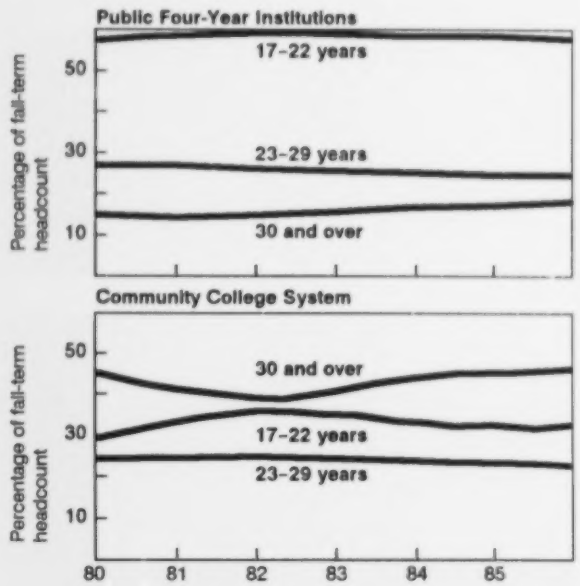
- Community colleges – 66 percent.
- Public four-year institutions – 23 percent.
- Private four-year institutions – 11 percent.

Trends show significant expansion of community college enrollments during the 1970s and a modest downturn in enrollments since 1980 in all sectors of higher education.

Sector	1970	1975	1980	1986
Research universities	48	52	53	49
Comprehensive universities and the state college	24	27	29	27
Community colleges	101	158	202	144
Private universities and colleges	20	24	27	26
Total	193	261	311	246

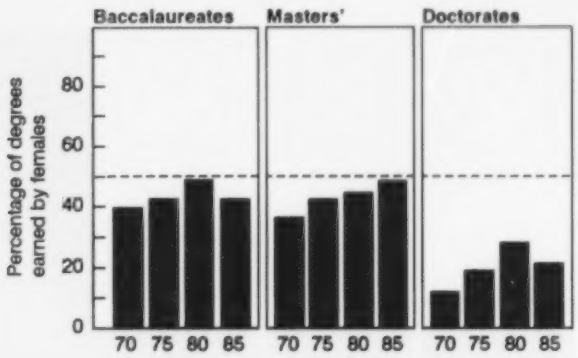
1986 fall-term headcount enrollment (in thousands) show a modest downturn in all sectors.

While most students attend college full time, students participating on a part-time basis are a significant part of the student population, constituting 56 percent of the community college and 15 percent of public four-year enrollments in 1986. Washington has followed the national trends of increased participation by older students.

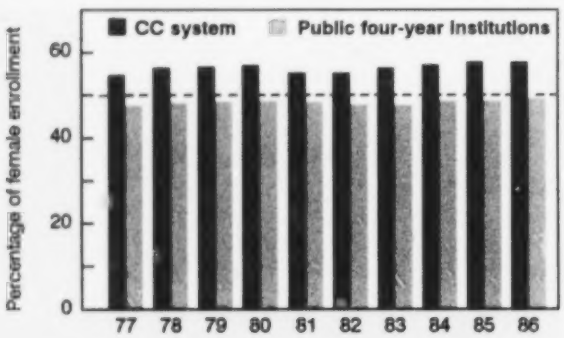


The participation rate of older students has increased.

Men and women participate in higher education at an approximately equal rate, but at more advanced levels of study male enrollment predominates Representation of women at the doctoral student level is a particular concern.



Women earn nearly half of the baccalaureate and masters' degrees, but less than a third of the doctorates.



Women are overrepresented at community colleges and underrepresented at baccalaureate institutions.

Reflecting national patterns, the population of Washington minorities is increasing at a much higher rate than the rest of the population, but minorities participate in higher education at relatively lower rates.

Minority group	Percent of 1980 population	Percent of 1980 enrollment	Percent of 1986 population	Percent of 1986 enrollment
White	90.3	92.5	89.0	87.9
Asian	2.7	2.8	3.5	6.0
Black	2.6	2.2	3.0	2.3
Native American	1.5	1.2	1.5	1.5
Hispanic	2.9	1.3	3.0	2.3

We are committed to minority equity in higher education.

These data show that overall minority participation in higher education approximates that of the majority population. However, progress by Blacks appears to have halted and Hispanic minorities remain underrepresented. The Higher Education Coordinating Board is committed to achieving equity for minorities in all aspects of higher education and has appointed a Statewide Minority Task Force to advise the Board on how to remedy these inequalities. The task force's initial recommendation was for the Board to adopt the following statement of policy:

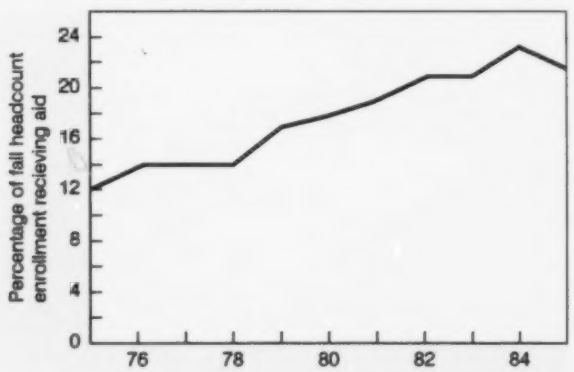
The State of Washington commits to clearly defined programs and a partnership with all segments of society to bring down discriminatory barriers that have denied minorities full representation in postsecondary education. Recognizing that minority participation enriches the individual and society, it shall be the policy of postsecondary institutions of the state to actively recruit minority students, faculty, and staff in proportion to their presence in all segments of society at large. Further, it shall be the policy of the state to offer financial and instructional support sufficient to assure that qualified minority students, particularly first-generation college students, are given the opportunity to attain a postsecondary education and an appreciation of their culture of origin, its ideas, and values.

The Board has adopted this statement of policy. It will review other task force recommendations in January 1988 and will establish a course of action generally consistent with this policy to increase successful participation by underrepresented minorities in our higher education system.

The Increasing Cost of Higher Education

Perhaps the most startling change facing college and university students is the tremendous increase in the cost of pursuing higher education. In 1963 the average cost of education at the University of Washington was $1,500 for a year's tuition, room and board, books, transportation and incidental living expenses. By 1987 that cost has risen to $7,275, an increase of 385 percent.

This increase has resulted in greater student reliance on aid. Currently, a $290 million program of direct financial aid funded by federal, state, and private sources provides the means to attend college for about one-third of the state's full-time students. The state's share of this support is approximately 10 percent of the total program. These data raise concern about the adequacy of the student financial aid program.



Reliance on student aid has increased.

An adequate student financial aid program is one means of ensuring that access is not denied for lack of resources. Another factor affecting access is the tuition and fee policy.

Student Aid And Tuition Study. The Higher Education Coordinating Board will study tuition and fee rates and student financial aid issues beginning in early 1988. Recommendations will be reported to the Governor and the Legislature by September 1988, in time for the 1989 legislative session. Recommendations regarding tuition, fees, and financial aid will be formally included in the first biennial update of the plan.

The Present System

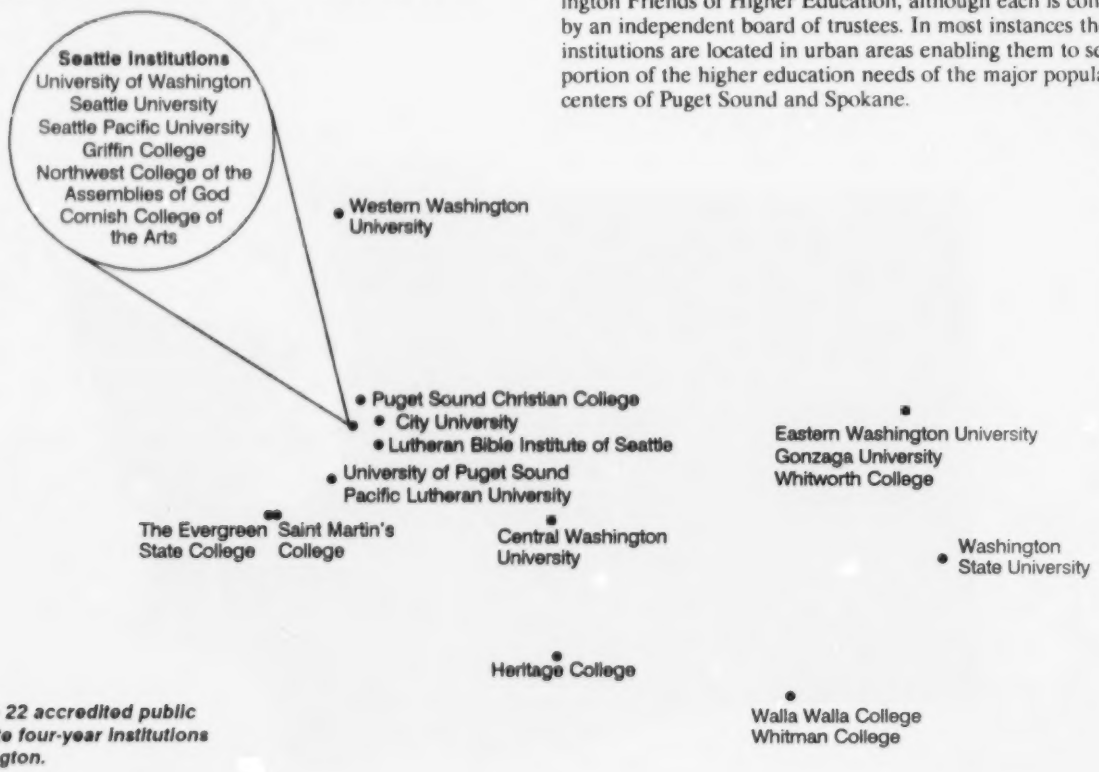
Washington residents seeking access to higher education may select from a wide array of choices. Making up Washington's higher education system are 6 public four-year institutions, 17 accredited private institutions (16 of which have regional accreditation) 12 nonaccredited degree-granting private institutions, 5 branch campuses of accredited degree-granting private institutions whose main campus is located outside the state, 27 community colleges, 5 public vocational-technical institutes, and more than 200 proprietary vocational institutions. Each sector serves a necessary purpose and complements other higher education sectors; together they provide a diverse network of educational offerings. This breadth of developmental, academic, and vocational opportunities has the capacity to satisfy the educational needs of Washington's citizens.

Baccalaureate Institutions. The six public four-year institutions include one state college (The Evergreen State College), three comprehensive universities (Eastern Washington University, Central Washington University, and Western Washington University), and two research universitities (University of Washington and Washington State University). Policy for each of the four-year institutions is established by independent boards of trustees or regents appointed by the Governor. The Higher Education Coordinating Board provides centralized statewide planning, coordination, and policy analysis.

The two research universities offer a diversity of undergraduate and graduate programs in specialized academic and professional areas and are the only providers of doctoral-level education in the public sector. The Evergreen State College also serves the entire state with an undergraduate liberal arts program utilizing a unique pedagogy. Western Washington University, Central Washington University, and Eastern Washington University each serve a region of the state with comprehensive undergraduate and master's degree programs.

Private Insitutions. Private colleges and universities make important contributions to Washington higher education. All are recognized for their service to the state and some have achieved a national reputation for quality. More than 24 percent of the baccalaureate degrees earned at Washington institutions are conferred by private schools. Because these colleges and universities educate a large number of Washington citizens, the state has a clear interest in their continued vitality.

The following map shows the location of the 22 accredited public and private four-year institutions based in the state. Eleven of the private colleges and universities are affiliated with the Washington Friends of Higher Education, although each is controlled by an independent board of trustees. In most instances these institutions are located in urban areas enabling them to serve a portion of the higher education needs of the major population centers of Puget Sound and Spokane.



There are 22 accredited public and private four-year institutions in Washington.

Community Colleges. The 27 community colleges are distributed widely throughout the state. These institutions provide lower-division general education for transfer to four-year institutions, vocational and technical training for specific job preparation, and continuing education and community service courses tailored to the needs of their communities. The State Board for Community College Education provides general administrative and budgetary coordination for the community college system, and the Higher Education Coordinating Board coordinates policy and planning between this system and the six four-year public institutions. Each community college district operates under the direction of a five-member board of trustees. Board members, selected from the local district, are appointed by the Governor. The following map shows the location of the state's community colleges.

Postsecondary Vocational Schools. All five vocational-technical institutes are located in the greater Puget Sound area: Bellingham, Tacoma (L. H. Bates and Clover Park), Kirkland (Lake Washington), and Renton. The vocational-technical institutes are administered by their respective local school boards. They provide job training and apprenticeship programs for individuals seeking specific skills and employment opportunities. The Office of the Superintendent of Public Instruction has responsibility for statewide coordination of the vocational-technical institutes.

The proprietary vocational schools also serve the needs of those seeking technical training for specific occupations. The proprietary institutions range from small, nonaccredited schools to business colleges with a diverse curriculum and over a thousand students. Proprietary vocational schools are controlled in a variety of ways, from a single owner operating a school to a board of directors acting on behalf of share holders.

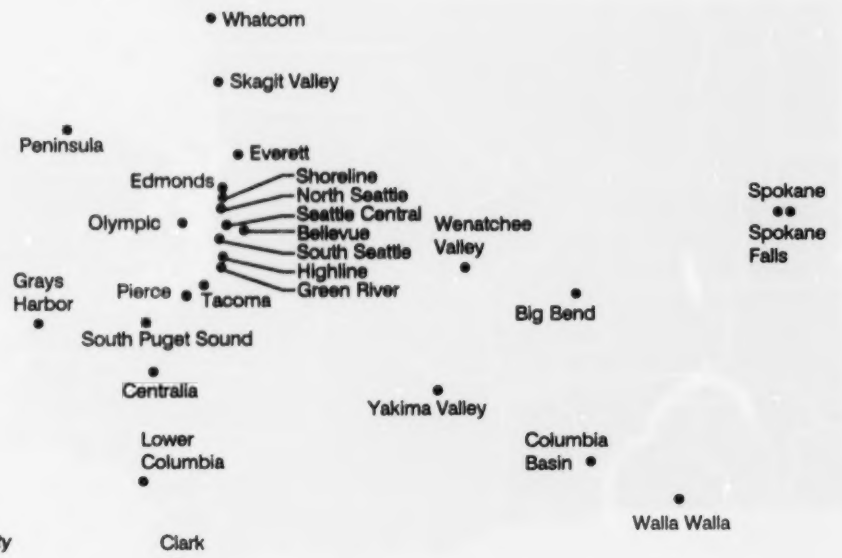
Vocational education also takes place at the secondary level.

The Higher Education Coordinating Board will explore ways to enhance this complex system of meeting vocational-technical education needs.

The Geography of Access: A Problem for Washington

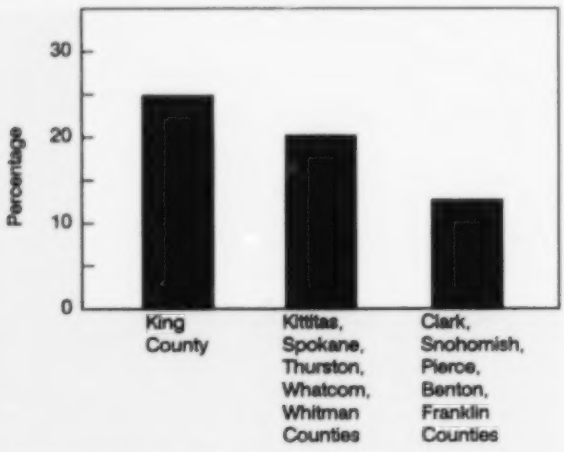
Current service patterns show a high level of accessibility to Washington's community colleges, which have the second-highest participation level in the nation. They are well situated in relation to the population and they are effectively delivering lower-division baccalaureate courses in both rural and urban areas.

In terms of participation at four-year public institutions, however, Washington ranks only 39th nationally. This is a serious access problem. The reason is that four of the six schools — Washington State University, Western Washington University, Central Washington University, and Eastern Washington University — have less than 10 percent of the state's population within 30 miles of their campuses and the two institutions that have more than 10 percent of the population within 30 miles — the University of Washington and The Evergreen State College — are near their enrollment capacities. This means that much of the state's population, especially in the Spokane, Tri-Cities, Vancouver, and Puget Sound areas, has insufficient and inequitable access to upper-division baccalaureate education.



There are 27 community colleges in Washington.

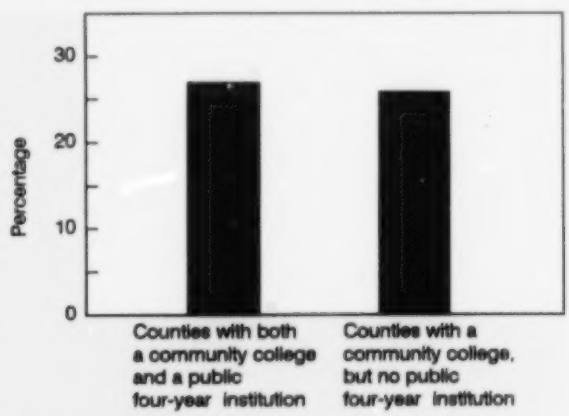
This maldistribution of access to public four-year higher education dramatically affects patterns of participation across the state, as shown by the following chart.



Percentage of 1986 high school graduates enrolling in public baccalaureate institutions.

In King County, where the University of Washington is located, 24.9 percent of the county's 1986 high school graduates enrolled in public baccalaureate institutions. The average rate in the five other counties with public baccalaureate institutions was 20.3 percent. But in urban counties without a public four-year institution, the rate was only 12.7 percent.

This large difference in participation rates between counties that have baccalaureate institutions and those that do not is not explained by elevated levels of community college participation in the counties without four-year schools. Community college participation does not appear to be affected by the presence or absence of a four-year institution, as illustrated by the following chart:



Percentage of 1986 high school graduates enrolling in community colleges.

Participation rates in all Washington counties are contained in Appendix B.

This maldistribution also affects the economy of the underserved communities. Businesses benefit from access to educational facilities and their research. The absence of senior institutions in some of our urban communities denies access to these benefits. The main campuses of several public four-year institutions are far removed from population and business centers. Consequently, the type of continuing education provided by graduate and professional schools is not available in underserved urban areas; beneficial interaction between the community businesses and the schools cannot take place.

Urban populations contain large numbers of individuals who are placebound or unable or unwilling to relocate to attend college because of family or employment commitments, health concerns, or other factors. People of all ages and incomes can be placebound, but our older population is a large share. Demographic forecasts project the population of older people to increase dramatically in the coming decades. The number of placebound students likely will experience corresponding growth.

Most of the state's minority population reside in urban centers. Relocating to a rural area to pursue a baccalaureate degree is a special burden for minorities because it means leaving the cultural reference and support system of friends, family, and community — thought by many to be a critical factor in minority achievement.

Urban educational institutions of all types have observed that part-time students demand their services throughout the day, evening, and weekend. The expected increases in the cost of college suggest that even more students will need to find part-time or temporary full-time work while attending school. Such jobs are not plentiful in rural areas or the state's smaller communities. Asking potential students to relocate from urban communities severely limits their opportunity for employment and results in denied access or an increased burden on the financial aid system.

Finally, for young people living with their parents, the cost of obtaining a baccalaureate degree increases if they must be supported away from home. Food, housing, and transportation are the fastest rising components of college costs and can constitute two-thirds of educational expenses for students living away from home. These costs must be carried by the students, their parents, or by state student financial aid. In terms of efficiency alone, it makes more sense to bring educational opportunity to urban students rather than oblige the students to relocate.

Service to Urban Areas

All three segments of the state's higher education system provide some level of service to urban areas. But not enough programs are available to meet the urgent needs of our urban population, and there is insufficient quality control over the courses, faculty, and other educational resources.

The vocational-technical schools and many community colleges serve urban areas directly, but they don't offer the upper- division programs that are needed. Two of the public four-year schools are located in urban areas, but they are near capacity.

The four-year institutions also jointly operate educational centers, use telecommunications, or have a few off-campus university sites offering a limited number of courses. The Evergreen State College provides limited access to its unique undergraduate liberal arts program in Tacoma and Vancouver. Overall during the last five years, however, these off-campus upper-division services combined for no more than three percent of the total state-supported student population (based on full-time equivalency) — and a third of those were in the field of education.

With so many different approaches, service is difficult to coordinate. There is some duplication and substantial disparity in the services available from one urban area to another. In many cases, institutions began providing off-campus services to urban areas primarily as a means of meeting enrollment targets.

Vancouver. Higher education needs in the Vancouver area range from general undergraduate degrees to professional and technical graduate studies and research. Two public four-year institutions presently provide some service to Vancouver: Washington State University and The Evergreen State College.

Tri-Cities. Public education at the upper-division and graduate levels is provided to the Tri-Cities area by a consortium of institutions that includes Eastern Washington University, Central Washington University, and the two research universities.

Vancouver and the Tri-Cities areas are expected to increase in population, so greater demand can be anticipated.

Spokane. Spokane is served at the undergraduate and graduate levels by Eastern Washington University, collocated in Cheney and Spokane, and, to a limited extent, by Washington State University at the graduate level.

Spokane hopes to attract high technology and expand the presence of health care industries. In order to meet both the basic and the more sophisticated educational needs of this community, quality instruction is required at all levels and an increase in graduate-level programming should take place.

Puget Sound. The Puget Sound area is served to varying degrees by five of the six public senior institutions. The urban area surrounding Puget Sound will continue to grow and by the end of the century the demand for educational services may be so great that the equivalent of an additional public university will be needed.

The current arrangement for serving urban areas is not adequate to meet higher education requirements in the years ahead. It is unclear what the assignments of responsibility are for meeting the present and future needs of Washington's major urban areas. Responsibilities overlap. Consortial arrangements diffuse responsibility.

As the traditional age of the college population begins to increase after 1995, additional programming designed for these older students needs to be provided.

To meet the pressing educational, social, economic, and cultural needs of our urban citizens, the present arrangements for urban higher education must be changed. Service to urban areas must be expanded. In order for that expansion to be planned carefully, occur in an orderly fashion, and use scarce educational resources wisely, it is essential to fix responsibility for baccalaureate and graduate programming within each urban area. It is preferable to assign one responsible institution for each area. When one institution is responsible for a designated urban area, better service results. One institution can respond more rapidly, provide greater continuity, and increase accountability by making it clear to each community which institution is assigned to serve it.

The legislation that created the Higher Education Coordinating Board recognized the need: "The Board should consider the needs of residents of all geographic regions, but its initial priorities should be applied to heavily populated areas underserved by public institutions."

The need for increased service to urban areas is urgent and clear. Prompt action is needed:

- Provide baccalaureate and graduate program benefits to urban communities.
- Address the needs of the placebound.
- Advance economic development.
- Address the major inequities and inefficiencies caused by the existing maldistribution.
- Adjust to the increase in the traditional age of the urban student after 1995.

Recommendation: ***Additional upper-division and graduate educational services should be provided in Spokane, Vancouver, the Tri-Cities, and the Puget Sound area. These services should be designed to serve both placebound and nonplacebound students, but the placebound should receive higher priority. Both traditional modes of delivery and telecommunications should be employed.***

An Approach to Urban Service

In the four major urban areas of the state, instruction should be provided through a combination of traditional pedagogical techniques and new instructional technologies, including telecommunications. Four-year institutions are encouraged to use existing community college facilities in expanding offerings of upper-division and graduate courses in urban communities.

An institution should deliver services itself, if that is consistent with the institution's role and mission. Or it may contract with another public or private institution for the needed services, if that is more appropriate or cost-effective than establishing or expanding the institution's own program.

Recommendation:

Vancouver. ***Washington State University is designated as the responsible institution and should operate a branch campus that provides upper-division and graduate programs in the Vancouver area.***

Tri-Cities. ***Washington State University is designated as the responsible institution and should operate a branch campus that provides upper-division and graduate programs in the Tri-Cities area.***

Spokane. ***Washington State University and Eastern Washington University are designated as the institutions responsible for providing upper-division and graduate programs in the Spokane area, with the division of responsibilities assigned by the Higher Education Coordinating Board.***

Puget Sound. ***The University of Washington is designated as the responsible institution to ensure an expansion of upper-division and graduate programs in the Puget Sound area. These programs may be offered at branch campuses at one or more locations.***

Service area	Responsible institution					
	UW	WSU	WWU	CWU	EWU	TESC
Vancouver		○ ●				○
Tri-Cities	○	○ ●		○	○	
Spokane		○ ●			○ ●	
Puget Sound	○ ●		○	○		○

Legend: ○ Existing responsibility
● Proposed responsibility

Institutional assignments will provide effective access.

The Higher Education Coordinating Board, working in consultation with Washington State University, Eastern Washington University and with the advice of other educational and community leaders in Spokane, has developed a set of guidelines to assign service responsibilities in the Spokane area. These guidelines are provided in Appendix C.

Institutions assigned responsibility for the various urban areas are expected, in consultation with those institutions currently offering programs in the designated area, to develop and submit plans for branch campuses for review by the Higher Education Coordinating Board according to the schedule outlined in Chapter 6. These plans must:

- Identify the educational needs of the community.
- Include a schedule of program development to meet identified needs, and cost estimates for operating such programs.
- Address the use of existing facilities, including community colleges, or contracting services with other public or private institutions, if such arrangements are cost-effective.
- Include projected requirements for capital expenditures.
- Discuss proposed locations for program operations and identify the sites for any new building construction.
- Describe the anticipated effect, if any, of expanding enrollments at the six senior institutions to meet the needs of the urban community.
- Include proposals for ensuring that the transition from existing programs does not adversely affect service to currently enrolled students.

The Higher Education Coordinating Board will review and approve these plans. Institutional budget requests for the 1989-91 biennium should reflect approved plans. The funding of branch campus and other urban program development should proceed in pace with the phase-in and full development of the SAFE funding process. In the event of funding constraints, the implementation of SAFE for existing educational programs should not be diverted to support branch campus expansion.

Service to Rural Areas

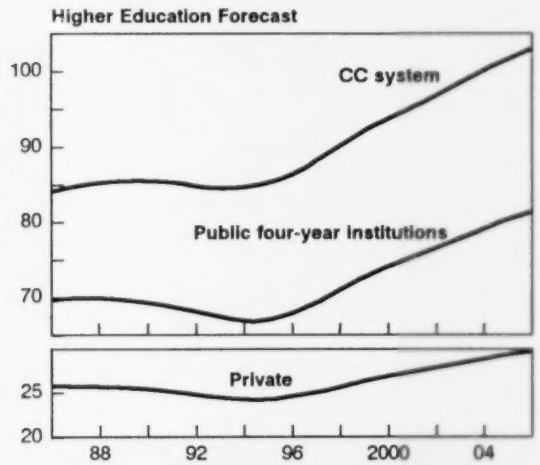
Expanding service to residents of rural areas presents a difficult challenge. Community colleges are able to meet most of the vocational and academic transfer needs in these areas, but upper-division and graduate offerings are lacking.

The three comprehensive universities and Washington State University are assigned the responsibility to meet upper-division and graduate program needs. The Higher Education Coordinating Board will designate specific geographical service areas for the comprehensive universities as a part of the assignment of institutional role and mission.

Telecommunications will be the principal source of upper-division and graduate-level service for smaller urban areas and rural communities. Specific assignments will be made in accordance with the Higher Education Telecommunications Plan being developed with the assistance of the Telecommunications Task Force.

Future Demand for Access

Forecasting the demand for access to higher education requires an analysis of demographic trends and participation rates among the various age groups that make up the future population of the state. Forecasting, by necessity, must use assumptions to project beyond existing data. Appendix D describes the analysis and assumptions used to develop forecast information.



Enrollment is expected to rise sharply beginning in 1995.

The forecast suggests two stages of future demand for access: a period of modest decline followed by a period of sharp growth.

Demand is expected to decline modestly until the mid-1990s as the college-age population shrinks. This period will be followed by a period of sharp enrollment growth as the youngest college-age population, those aged 17 to 22 years, begins to swell in 1995, and then, early in the next century, by an increase in the next-youngest population group, those aged 23 through 29 years.

As a result, community colleges are likely to experience stable enrollments in the short term because of their relatively broad student age base. Four-year institutions that traditionally have lots of younger students, on the other hand, could experience combined enrollment losses up to the full-time equivalent (FTE) of 3,000 students before the trend reverses beginning in 1994.

Longer term population trends suggest that the turnaround in 1994 will mark the beginning of rapid and sizable enrollment increases. If actual enrollments decline by 1994 as projected, the increase in the baccalaureate institutions alone will be more than 7,400 FTE students by the year 2000 and 14,500 by the year 2006.

The community colleges would experience increases of over 8,500 and 17,500 in comparable periods. Even if the predicted 1994 decline does not occur, total public higher education enrollment would grow by more than 29,900 FTE students between 1994 and 2006.

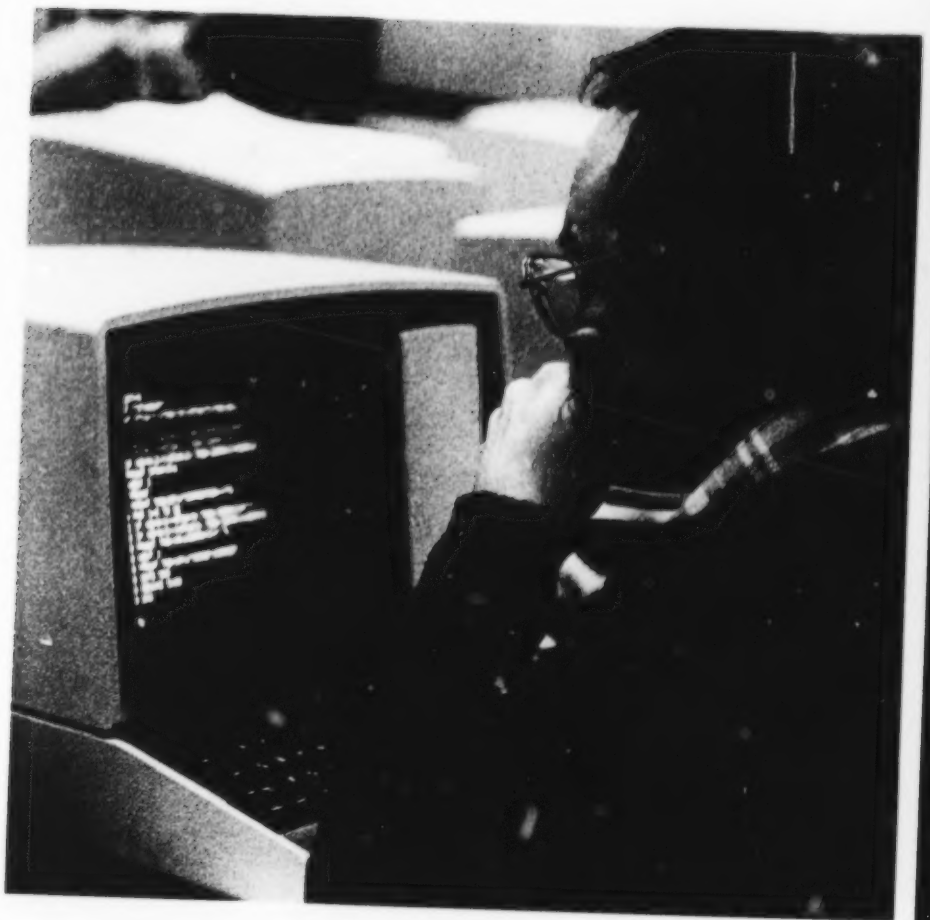
This forecast assumes that private institutions will maintain their proportionate share of the student population as the size of that population fluctuates over the next 20 years. Based on current enrollments of 25,700, private institution enrollments are assumed to decline to approximately 24,500 students in 1994, return to present levels in 1997, and grow to almost 30,000 students in 2006.

The next eight years offer an opportunity to attend to needed modifications in Washington's higher education system. The four foundation elements — greater accessibility, SAFE funding, performance assessment, and coordinated admissions standards — as well as other areas of policy to be addressed by the Board, should be in place and in full operation before 1995.

After that, responding to the rapidly expanding demand for access to the system, however that system is structured, will occupy the attention of policymakers and educators alike.

Chapter 3

Protecting Quality: A New Funding Process



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Chapter 3

Protecting Quality: A New Funding Process

For an endeavor to succeed, it must be provided with resources commensurate with its task. To determine whether success has been achieved, there must be a set of objectives against which accomplishments are measured. These two very simple concepts are essential to any system of higher education. But they are lacking in Washington's current system.

The current system lacks standards, accountability, and coordinated objectives. There are neither specific objectives against which performance can be measured nor an established yardstick of the resources required to achieve those objectives. Objectives appear as broad statements of purpose. Resource requirements are extensively detailed, but they are not tied to measurable performance.

Many states have chosen to rely on a single governing board to oversee their higher education system. In those states it is relatively easy to address questions of system effectiveness. With a single governing board (1) Policies and practices are implemented uniformly, (2) Budgets are developed according to uniform guidelines and are centrally reviewed, (3) Available funding is equitably distributed among the institutions, and (4) Institutional and system performance can be evaluated within a common framework.

But other states, including Washington, have recognized that there are also serious disadvantages to this form of system governance. Consequently, we have chosen decentralized operating authority for our higher education institutions.

A state can grant autonomy to its institutions and still achieve the efficiencies and coherence of a single governing board if it can (1) clearly articulate its higher education objectives, (2) allocate adequate resources to its higher education providers, and (3) establish the means to measure performance against its objectives. Such an approach permits the benefits of a single state system to be incorporated in plans and policies that allow institutions to maintain autonomy.

The key is planning and coordination, not uniformity. Autonomy does not imply independent objectives; it implies independence in achieving common objectives.

But such independent operations carry with them the responsibility to publicly account for performance. The recommendations of this chapter are predicated on a balance between coordinated institutional autonomy and performance accountability.

Goal: ***To establish a system of public higher education that allocates adequate resources to institutions, provides institutions flexibility in applying those resources to produce quality higher education, and holds institutions accountable to the public for the results.***

Enrollment Forcasting: A Different Approach

Enrollment forecasting should begin with a study of two basic factors:

- Enrollment demand, as predicted from anticipated demographic changes, changes in participation rates, and student application data.
- The needs of the state for educated and trained citizens.

Once these basic factors are combined into a forecast, the results must be reviewed from the perspective of the state's ability and willingness to meet the forecast need. Although the Legislature's ability and willingness may be affected by fiscal constraints, forecasts of need should not be adjusted for fiscal considerations.

Enrollment forecasts should be constructed in the aggregate first, and then for each of the six senior institutions (separately for branches) and for the community colleges as a group. This will encourage channeling of resources to those institutions best able to meet the forecast need. At the same time, establishing an institution's specific enrollment forecast will help ensure efficient use of resources by channeling demand to available existing facilities.

The time horizon of these forecasts is important. Institutions must be given sufficient lead time to marshall the necessary resources (dollars, staff, and facilities) to achieve the desired change. An institution-specific planning horizon of six years and a systemwide horizon of 10 years for forecasting aggregate enrollment need should be employed.

The Office of Financial Management should present the Legislature with enrollment forecasts of overall societal needs and student demands, translated into institution-specific enrollment forecasts consistent with institutional roles and missions, admission standards, service areas, physical plant capacities, and other access considerations. These enrollment forecasts will be included in the budgetary guidelines provided by the Board to institutions before they develop their budget requests.

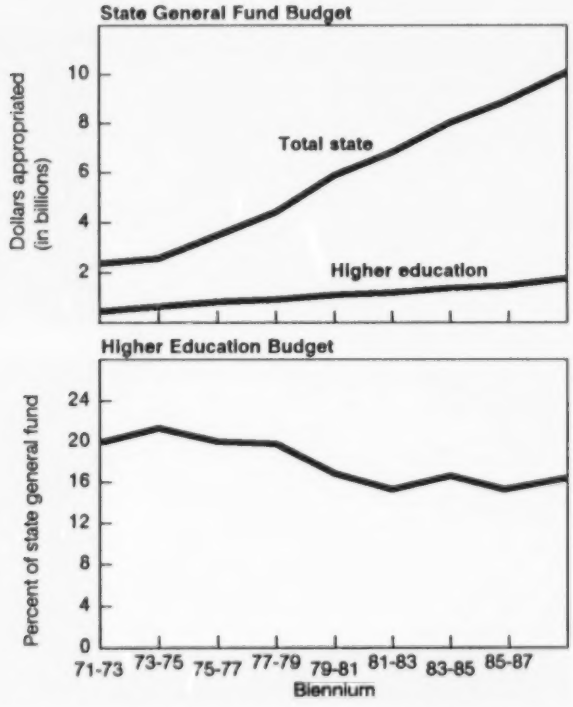
In developing these forecasts, the Office of Financial Management should work closely with an advisory council representing the six senior institutions, the State Board for Community College Education, and the Higher Education Coordinating Board. Each institution or sector should appoint its own representative to this council.

Recommendation: ***The Office of Financial Management, working in close consultation with an advisory council representing public higher education interests, should produce state and campus-specific enrollment forecasts reflecting the higher education needs of the state.***

SAFE: A New Funding Process

The higher education budget adopted by the 1987 Legislature halted the erosion of support that has characterized our higher education system for the past several biennia. It did not, however, provide a level of funding adequate to achieve the quality Washington will require to remain competitive with other progressive states. In addition, the process by which higher education budgets have been developed provides no assurance of future stability in funding higher education.

The formula budgeting process used through the 1970s was replaced in the 1983-85 biennium by an incremental base-plus approach. But only in the 1987-89 biennium, when faced with near-crisis conditions on the campuses, was the base-plus process used to improve higher education funding. The following graphs show the pattern.



Higher education's share of the state budget has decreased.

In light of this history, the SAFE concept was developed to provide Washington with a budgeting process that ensures *S*tability, *A*dequacy, and *F*ocused *E*xcellence. SAFE builds on the base-plus budget approach by adding disciplined steps designed to attain quality.

Stability
Adequacy
Focused
Excellence

Because this new budgeting approach provides for Stability Adequacy, and Focused Excellence in funding our institutions, this new arrangement is called the SAFE funding process.

Stability. Stable funding is threatened by cost-driven change, such as inflation (both salary and nonsalary). Instability occurs and programs deteriorate when insufficient resources are allocated to meet changing requirements. The typical reaction is to provide emergency catch-up funds, which encourage programs to expand, and then the cycle repeats. To measure inflation, the SAFE process uses the Higher Education Price Index. This index is similar to the more familiar Consumer Price Index, but it more accurately measures the kinds of goals and services pursued by colleges and universities.

The SAFE process addresses stability by recognizing cost increases as the first budgetary priority for increased higher education funding. This is accomplished by uniformly applying a forecast of the Higher Education Price Index to the current operating budgets of the institutions for both salary and nonsalary costs. Salary and nonsalary inflation adjustments are calculated separately so that the Legislature can consider each factor independently. The discipline of this first priority ensures that the existing base will not deteriorate in favor of funding for additional undertakings.

The second priority of the SAFE process is to ensure the adequacy of the support being provided. Adequacy must be evaluated against an acceptable standard. The SAFE process recognizes the level of support provided by a selected group of peer institutions in other states as the standard of quality to be maintained by Washington colleges and universities. Our funding goal is for each Washington postsecondary institution to be supported at a level at least equal to the average of its peers. If our institutions are expected to perform at the level of their peers, they must receive per-student funding equivalent to their peers. This plan proposes achieving that goal by the end of the 1993-95 biennium.

Adequacy. Critical to the SAFE process is the selection of peers that reflect the quality of higher education sought by the state. Peer institutions should be similar to the Washington institutions in size, program offerings, student mix, and research orientation. The peer groups used for budget comparisons and other purposes should be reviewed periodically and modified as necessary. An effort should be made to expand the number of institutions in the peer groups in order to approach a national perspective.

To this point in the application of the SAFE process the calculations have assumed the targeted enrollment used for each institution in the most recent budget. Changes to these enrollment targets are the next consideration in applying the SAFE process. These changes can occur on both an unplanned or a planned basis. The SAFE approach permits institutions a reasonable amount of latitude regarding unplanned variance from authorized enrollment levels. Enrollments in excess of authorized levels represent an institution's discretionary decisions; however, such overenrollments will not be recognized for any funding purposes and may not exceed two percent per year for two years or four percent in one year. Underenrollments up to two percent per year for two years or four percent in one year are allowable variances. Underenrollments in excess of those levels will reduce an institution's authorized enrollment level.

Planned enrollment changes proposed by institutions, the Higher Education Coordinating Board, or the Governor, and approved by the Legislature are authorized changes. Both increases and decreases are recognized for funding purposes. Funding adjustments for enrollment change, whether increasing or decreasing, are done at marginal cost for the projected type of enrollment affected (undergraduate, graduate, or professional). Adjustments at marginal rates are continued until their sum reaches 10 percent of the base, at which point average cost rates are applied.

This treatment of enrollment change is a significant departure from current practice. A major criticism of current funding arrangements is their sensitivity to enrollment changes. Institutions may be penalized if they enroll other than a set number of students, yet the addition or absence of a small number of students is not likely to affect cost and quality levels.

After the Legislature acts to determine budgets for the institutions, a final check will be made to ensure that the amounts provided will achieve the desired quality level.

If this check reveals an institution with funding insufficient to meet the peer average standard, and if that institution has not been funded at peer average in either the current or previous biennium, the institution shall reduce its enrollment during the budget biennium to a level that would restore per-student funding at the peer average. A severe insufficiency might require enrollment reductions to be implemented over two or more biennia. An example of how this aspect of SAFE would operate, as well as additional details of the SAFE process, are presented in Appendix E.

Focused Excellence. The next step in the SAFE process is to provide funds in support of focused excellence. This is accomplished by a system of noncompetitive grants, competitive grants, and institution-initiated proposals for qualitative improvements.

As a first step in realizing focused excellence, the process provides noncompetitive grants in an amount not to exceed two percent of an institution's base budget. This amount must be matched from nonstate sources or from reallocation of the institution's current funds. Participation in this program is voluntary. Institutions will be invited to propose a response to areas of special attention identified by the Higher Education Coordinating Board in issuing its budget preparation guidelines. The Higher Education Coordinating Board will consult with elected leaders and advisory groups in selecting the areas of special attention. Examples might include special emphasis on recruiting and retaining minority students, or research programs aimed at increasing Pacific Rim trade.

Each area of special attention should be accompanied by explicit performance objectives established through the Higher Education Coordinating Board. Institutions that want to participate will be required to propose how they plan to accomplish their objectives and estimate how much it will cost. Proposals judged responsive and practical should be endorsed by the Board to the Legislature and the additional funds will be incorporated in the SAFE process calculations.

The expenditure of these additional funds, together with progress toward program objectives, will be monitored by the Board and status will be reported to the Legislature periodically. The additional funds will become a part of the institution's base for the next biennial budget cycle.

As a second step in achieving focused excellence, the SAFE process allows for a program of competitive, nonmatching grants to support pilot or demonstration projects that offer promise for improving the delivery of higher education services in accordance with state objectives. Both noncompetitive and competitive grant proposals will be evaluated by the Higher Education Coordinating Board staff with the assistance of outside experts. For instance, the evaluation of any proposal dealing with the development and transfer of high technology will be undertaken in concert with the Washington Technology Center.

Beyond these two types of grants, the process provides for institutions to seek funding for qualitative improvements that may not be tied directly to state objectives but enable institutions to better carry out their missions. These might include one-time costs and startup costs in program areas not covered by the system of noncompetitive and competitive grants.

Summary of SAFE Process

At present, with neither articulated state-level objectives nor the means to evaluate institutional performance against these objectives, state policymakers have relied on resource constraints and management procedures to control institutional behavior. In addition to line-item appropriations and proviso controls placed in the appropriations acts, limits are often placed on staffing levels, salary levels, resources transfers among programs, purchasing, printing, and so forth. These practices inhibit the effective management of institutions and substitute fiscal control for educational assessment.

While recognizing the need for accountability required of all public agencies and institutions, institutions should have autonomy to pursue system objectives by approaches that reflect their unique roles and missions, locations, and management styles. Uniformity need not and should not become a basic tenet of our system.

Adoption of the SAFE funding approach by the Legislature will establish a higher education system characterized by stability, a recognized quality standard, and the means to focus improvements to the system.

This approach will restore both responsibility and accountability to institutional managers. Decisions regarding staffing, salary, and funding allocations all become institutional responsibilities and are not directed by the Legislature. At the same time, this approach assumes that problems arising in these areas of management responsibility will not be referred to the Legislature for resolution. Different institutions can be expected to use different approaches and different resource mixes to carry out their responsibilities. How well they achieve the state's objectives will then reflect institutional effectiveness, rather than management strictures imposed by the Legislature.

Current operating budget

Technical adjustments
- Plus carry forwards
- Less one-time costs

Stability

Inflation adjustments
- Salary
- Nonsalary

Adequacy adjustment
- If below target level

Adequacy

Other changes
- Enrollment changes
- 2% incentive proposals
- Other proposals
  1. Competitive grants
  2. Institution proposals

Focused Excellence

Succeeding year's operating budget

The SAFE Process

Recommendation: ***The funding process for higher education in Washington State should be based on the SAFE process to ensure that institutions individually, and as a system, have the financial capacity to provide quality education to all who enroll.***

Implementation of SAFE. The increased funding for higher education provided by the 1987 Legislature is an excellent first step toward full development of SAFE. This increase was in large measure based on the type of peer-equivalent analysis featured by the SAFE process. Because the funds needed to implement SAFE are substantially greater than those presently provided to institutions, a phase-in period of three biennia is recommended. The goal of this phased implementation is to have all institutions funded at the average of their peers for the third biennium.

At least 50 percent of the difference between the per-student appropriation at Washington institutions and their peers should be closed during the 1989-91 biennium. (This approach is generally consistent with completing the work begun by the 1987 Legislature in closing the salary gap between Washington institutions and their peers.) Closure of any remaining differences with peers in per-student appropriation should be spread evenly over the 1991-93 and 1993-95 biennia. This phased schedule assumes satisfactory progress in developing the institutional performance evaluation system discussed in Chapter 4.

Generating Funds Through Increased Efficiency

In building a new system, it is important to search for ways of increasing efficiency: how the same or higher quality can be produced at lower or constant cost. Savings resulting from more efficient operations can be a significant source of funds. The Higher Education Coordinating Board has identified three areas for further study that offer promise of generating these savings:

- Improved coordination between higher education and the common schools.
- Greater secondary-postsecondary efficiencies for well-prepared students.
- Consistent academic calendar.

Coordination. More attention is needed to improving coordination between higher education and the common schools. Higher education in Washington has consistently emphasized the need for coordination between high schools and colleges through its continuing involvement with the many working commissions of the Washington Council on High School-College Relations. But while such matters as admissions applications, the publication of directories and bulletins, and testing are routinely considered, insufficient attention has been given to articulation between the high school and college curriculum.

Existing programs that foster such articulation should be identified, supported, and, where appropriate, expanded. This master plan calls for strengthened college admission standards that include additional high school courses required of college-bound students.

Poor preparation for college means that students do not advance as far or as quickly as they should. It also means that colleges must devote a large share of their resources to teaching skills that students should have learned earlier. Although higher education and the state will be major beneficiaries if students come to college better prepared, the burden of higher college admission standards and better academic preparation falls on the primary and secondary schools.

If Washington's schools are to respond to this challenge, it is critical for higher education to take a leading role in defining the skills necessary for students to succeed in college. The following recommendation recognizes that this effort requires close collaboration between secondary and higher education. Higher education and secondary school representatives must join in a cooperative effort to define and create the necessary skills and competencies in junior and senior high school. Having reached agreement on what is required, a concerted effort also must be made to communicate this to students, parents, teachers, counselors, and administrators.

Board Action: ***The Higher Education Coordinating Board, the State Board of Education, the State Board for Community College Education, and the Superintendent of Public Instruction will work with institutional representatives to establish a secondary-higher education task force to define the basic academic competencies, the content of basic academic subjects, and to recommend ways to increase efficiency through better K-12-higher education curriculum articulation.***

Secondary-Postsecondary Efficiencies. The second potential area of increased system efficiency is the manner of serving the well- prepared student. There is considerable evidence of the feasibility and benefits of early college options.

- Sometimes the coursework of the first two years of college is a repetition of what has been taught in high school.
- Some high school students are capable of excelling in college courses.
- Such partnership programs between high schools and colleges have proven successful.

System efficiency could be substantially increased by making better use of time allocated for learning between the 9th grade and a postsecondary credential. Accelerated high school-to-college programs, concurrent high school-college enrollment, and similar programs could be targeted specifically at high school students who are planning or thinking about college.

The Advanced Placement (AP) program is an excellent example of an accelerated high school-to-college program. An AP course is a special college-level learning experience made available in the high schools that often takes a full academic year. At present, one or more course descriptions, examinations, and sets of curricular materials are available in fields such as art, biology, chemistry, computer science, English, French, German, history, Latin, mathematics, music, physics, and Spanish. In 1985, 3,645 candidates in Washington took AP exams and 70 percent of them received passing scores.

A number of recent studies conducted by both the College Board and the American College Testing program have shown that better preparation pays off, not only initially, but throughout a student's entire college career. Because better preparation enhances the quality of learning as well as system efficiency, the state and the institutions would both be served by greater use of advanced placement and high school honors courses.

The Minnesota Experience. Another approach leading to system efficiency has been implemented in Minnesota. In 1985 the Minnesota Legislature adopted a unique program that enables 11th and 12th grade public school students to enroll concurrently at state expense in any college or university credit course that counts toward a degree, certificate, or diploma. The purpose of the program is to increase the motivation and options of all students, not just the gifted and talented. The postsecondary credits earned by the student count toward high school graduation and the school district's subject area requirements. They also count as if the student were a regular postsecondary student.

The Minnesota Postsecondary Enrollment Options Act should be studied for possible implementation in Washington.

Washington's community colleges are encountering the same challenges as baccalaureate institutions. Many students who are enrolling in the community colleges need to be better prepared. At the same time, the most growth in the workplace over the next fifteen years is expected to occur in those occupations requiring some postsecondary education and training but less than a baccalaureate degree. Technical workers are expected to replace clerical workers as the largest occupational group.

2+2 Tech Prep. The anticipated increased demand for technical workers prepared in less-than-baccalaureate degree programs calls for exploration of other measures of system efficiency.

One response is to organize high school preparation and associate degree programming into a four-year pattern, two years at the high school and two years at the community college. This is referred to as the "2+2 tech prep" program. Neither the current college preparatory degree track nor the traditional vocational education job-specific track in the high school curriculum will adequately serve the needs of many future job seekers. The "2+2 tech prep" associate degree program, however, blends the liberal arts and practical arts throughout four years (grades 11 through 14) and provides more direction and substance than could be achieved if those years were unconnected.

In some program areas, the state's community colleges have found it impossible to educate and train technicians within the time limitations of a two-year program. This reality has given rise to the establishment of partnership programs between community colleges and local school districts. The "2+2 tech prep" associate degree program could formalize and broaden these arrangements. Clearly, given our state's great need for better trained technical workers, these programs would increase system effectiveness as well as efficiency.

Board Action: ***The Higher Education Coordinating Board, the State Board of Education, the State Board for Community College Education, and the Superintendent of Public Instruction shall develop and recommend for implementation a program that would enable high school students to enroll in courses and programs leading to concurrent high school and postsecondary education credit, and study means of encouraging maximum applicability of that credit to the student's postsecondary educational objectives— including credit earned through examination and course challenge options.***

Academic Calendar. A final area of inquiry is the academic calendar employed by higher education in Washington. An examination of historical calendar trends reveals surprising fluidity in the adoption of higher education academic calendars. Since 1970, however, the trend has overwhelmingly favored conversion to the early semester system. The majority of both two-year and four-year colleges and universities in the United States now operate on a semester calendar. Among their reasons is the inherent efficiency of the semester calendar. Semester systems have lower operating costs: registration, grade reporting, computing, administration of all student services, and final examinations occur twice a year instead of three times. There are also pedagogical reasons for favoring the semester calendar.

At the present time, only Washington State University among the state's public colleges and universities operates on a semester system. All others employ a quarter calendar. In 1978, Washington State University studied the costs of converting to a quarter system. Translating its 1978 cost figures into 1986 dollars and extrapolating the analysis to the entire higher education system produce an estimate of 1986 potential savings of $1.8 million for all four-year colleges and $2.6 million for the community colleges system. These estimates suggest that a study should be conducted of the savings that could be generated by converting to a semester calendar throughout the state.

Board Action: The Higher Education Coordinating Board should undertake a study of the costs and economies of calendar conversion to evaluate the practicality of establishing a common semester calendar.

Chapter 4

Assessing Quality: Performance Evaluation

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Chapter 4

Assessing Quality: Performance Evaluation

Evaluating Educational Outcomes

This chapter examines an approach to evaluate performance against expectations for quality and educational outcomes. If increased management flexibility is inconsistent with the types of procedural controls now imposed, accountability must take a new form.

Those who govern and manage our public higher education institutions should be given wide latitude to delpoy educational resources for maximum effect. In return the state and public have a right to expect accountability for the quality of public higher education. We must know how well institutions are educating their students to rationally determine and evaluate state educational policy. Such information will identify strong and weak parts of our system, help monitor changes in institutional performance, and evaluate different approaches to curriculum and pedagogy. Such data will also tell students, legislators, and the public how well individual institutions and the system as a whole are performing.

Traditionally, institutions of higher education have defined their effectiveness in terms such as the reputation of the institution and its faculty, the number of volumes in the library, and the size of the budget. More recently, institutions, accrediting associations, and state boards across the country have emphasized measuring outcomes of the educational process. Student achievement in learning has become the basis for evaluating institutional effectiveness.

Outcomes measurement provides the means to review and the opportunity to improve curriculum, student services, and academic processes. Identifying whether students are achieving prescribed learning goals enables faculty, administrators, and state officials to assess how well institutions are doing in preparing their students. Systematic data on student learning provide a basis for informed decisions on educational practices and policies that can improve instructional quality.

Internal improvement is one benefit of performance evaluation. Another is improved communication with an institution's constituencies - students, the faculty, alumni, the Legislature, and the public at large - about its performance. This form of public accountability inspires confidence.

In the past there has been insufficient systematic analysis of the effectiveness of Washington's colleges and universities. Higher education institutions in Washington are facing the same challenges encountered by colleges, universities, and state coordinating boards across the country. The public is no longer willing to support programs that cannot demonstrate results. It has grown skeptical about ever-increasing demands for larger budgets. Demands without measurable and objective justification find little support and further erode public confidence. The public has a right to expect that increased financial support will, in fact, make a difference.

The Board recommends developing a system of multidimensional performance evaluation for Washington's public postsecondary institutions. This sytem includes followup surveys of students' satisfaction with their educational experience, their subsequent work experience, and their employers' satisfaction with their preparation. One important aspect of an institution evaluation system is the identification of a nationally normed test of computation, communication, and critical thinking skills that can be applied usefully to all students in academic programs. The Board does not recommend that a passing score on this test should be a graduation requirement. The purpose of this test is to evaluate how well the institution is educating its students and to provide an opportunity to improve.

Clearly, the public interest and institutional integrity require the establishment of comprehensive higher education performance evaluation programs in this state. Multiple criteria will ensure the ability to fully evaluate and improve student and institutional performance. The Higher Education Coordinating Board and the postsecondary institutions should share responsibility for developing evaluation programs to ensure a balanced focus. Institutions will have an important role in developing a multiple-measure system that emphasizes improved student learning. At the same time institutions and the Higher Education Coordinating Board will make higher education accountable by providing institutional performance data.

The following recommendation for a statewide performance evaluation program acknowledges the need to strike a balance between institutional involvement in the development and implementation of performance evaluation programs and their accountability to the state for evaluation results. A balance between statewide assessment and strictly local evaluation conducted for institutional improvement is encouraged. Collection of statewide performance data will provide a benchmark against which state policies may be studied and reviewed over time.

Recommendation: ***Washington public postsecondary institutions should develop multidimensional performance evaluation programs. Four-year institutions should be responsible for developing assessment of the baccalaureate degree and graduate program experiences by means appropriate to each institution's curriculum. Additional components of the programs for all institutions should include followup data on graduates' work experience, satisfaction surveys about students' educational experience, and surveys of employer satisfaction with employees' college preparation. During the 1987-88 and 1988-89 academic years the institutions will conduct pilot studies to assess the usefulness and validity of nationally normed tests of communication, computation, and critical thinking skills that would be administered in the last term of the sophomore year. A committee of institutional personnel and Board staff will beformed to make a recommendation to the Board on the advisability of requiring such a test. If the pilot testing period proves that a test of this kind is appropriate, there will be a recommendation that it be adopted; if it proves that a test of this kind is inappropriate, the Board would look for an alternative to provide a systematic external evaluation of institutional performance.***

Linking Performance Evaluation to SAFE

The development of a multidimensional performance evaluation system should proceed on a schedule that parallels the phase in of the SAFE process. Progress in reaching peer-average per-student funding is dependent on progress in constructing the institutional performance evaluation system. As each funding decision is made over the next three biennia, satisfactory progress in developing and implementing the evaluation system must be demonstrated. The evaluation system must reach full and satisfactory development at the same time peer-equivalent funding is achieved.

A fully developed evaluation system will provide the means to compare the performance of Washington institutions with that of their peer institutions. At the same time the achievement of peer-equivalent funding levels is necessary to produce peer-equivalent performance. Over the long term, we should not expect to find that the educational quality of Washington institutions is higher than that of peer institutions while our funding levels are lower. A schedule of implementation for both SAFE and the performance evaluation system is contained in Chapter 7.

The development of the performance evaluation system also is underway. Institutions and the Higher Education Coordinating Board have launched a pilot study effort to assess the usefulness and validity of nationally normed tests of communication, computation, and critical thinking skills. These pilot tests will include opportunities to experiment with a value-added approach of pretest and posttest.

Chapter 5

Committing to Quality: A New Admissions Policy

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Chapter 5

Committing to Quality: A New Admissions Policy

No plan by itself can provide quality education. Education is provided through institutions and it is through institutions that quality is obtained. In the final analysis, quality is in the hands of the faculty, staff, and administrators of our colleges and universities. But a master plan can and should set a course that makes quality education achievable by using the state's limited resources wisely. Critical to such a plan is the division of responsibility among the providers of higher education. Only if all institutions' responsibilities are coordinated with each other can we expect the institutions to produce the desired quality within an acceptable level of cost.

Goal: ***To divide responsibilities among public institutions so that quality higher education is provided with maximum efficiency.***

Current Admissions Policy

One means of arranging public institutions into an efficient pattern of service is to establish minimum admission standards. These standards help differentiate one sector of public higher education from another and enable each sector to concentrate on a particular body of students. Dissemination of these standards serves to inform the public about what preparation is needed to enter and successfully complete the course of study offered within each sector.

The community college "open-door" admissions policy was established in the Community College Act of 1967. Support for maintaining this open-door admissions practice of granting admission regardless of academic preparation has not wavered. Students are admitted on a first-come, first-served basis.

Admission policies at Washington's public four-year institutions have been conditioned by legislative and budgetary practices. Historically, admissions at these institutions have been driven by legislative funding formulas and budget allocations. Because an institution's funding was dictated by its enrollment, funding policy determined admission practice. Admission standards were raised or lowered in order to meet enrollment targets.

Admission standards for the four-year institutions have been a legislative issue for several years. Legislation affecting admission standards was introduced in the 1983, 1984, and 1985 sessions. In 1985 all six public, baccalaureate institutions adopted minimum admission requirements that will become effective in the fall of 1988. These minimum requirements include a 2.50 cumulative high school grade-point average (GPA) and specified college preparatory courses. The University of Washington, Central Washington University, and Western Washington University began using these new requirements in the fall of 1987. Some institutions require additional coursework beyond the minimum requirements.

The two research institutions require college admission test scores in addition to the applicant's high school GPA. These test scores are combined with the high school GPA to establish an index. Students are ranked by this index in order of admission priority. The University of Washington has long used this type of admission index, and Washington State University initiated this practice in 1984.

A New Admissions Policy

A new admissions policy building on present practice and providing for multiple points of access in public higher education is needed. This master plan proposes a policy using different standards for each sector of public higher education. The result is a system of admissions with three initial points of access and provisions for students to move among sectors according to their academic interests and success. This policy encourages access to higher education for all who might benefit, but recognizes that admission policies that encourage and sustain students who are underprepared or mismatched is poor public policy. Implementing an admissions system with three initial points of access permits students to enter institutions most appropriate to their educational goals, academic preparation, interests, and past achievement. The proposed system clearly communicates the requirements for the points of access and challenges potential students to prepare for admission to the institutions of their choice.

Community colleges
- Continue open-door policy
- Encourage baccalaureate-bound applicants

Baccalaureate institutions
- Balanced college preparatory high school program
- Demonstrated academic achievement
  - Cumulative GPA
  - Standardized test scores

Western, Central, Eastern, Evergreen
- Admissions based on a reasonable probability of program completion

University of Washington, Washington State University
- Admissions based on a high probability of program completion

Alternative admission standards
- Special admissions for entering freshmen whose scores and grades alone do not indicate probability of college success
- Separate procedures for older students with no prior college experience who are not admissible under minimum standards

Proposed Admission Standards

The master plan focuses on the admission of (1) first-time students attending public universities at the freshman level and (2) students entering the first year of graduate study. The plan does not address admission standards at branch campuses of public universities. Undergraduate admission to branch campuses, which are not expected to offer lower-division course work, will be governed by the institution's transfer policy.

Community Colleges. Under the proposed admissions policy, community colleges, which constitute one access point, will continue their important contributions to higher education. For students seeking a baccalaureate degree, community colleges provide:

- Access for students who have strong academic preparation, but are unable to relocate.
- Access for cost-conscious students who are beginning their academic program at a community college and plan to transfer to a four-year institution.
- Access for students who are unable to meet the admission requirements of the four-year institutions and need to remove academic deficiencies at a community college and later transfer to a four-year institution. Community colleges are expected to take the lead in providing such developmental programs.

Baccalaureate Institutions. The baccalaureate institutions provide two additional access points in the proposed system. By meeting minimum admission standards, applicants to four-year public institutions demonstrate previous achievement and motivation to meet institutional and state expectations. By using these standards, institutions and the state can be reasonably confident that admitted students will satisfactorily complete the program. Admission to the public four-year college and universities in Washington will be based on:

- Completion of a balanced high school program designed to prepare the student for college entry.
- Demonstrated achievement in previous academic work as measured by high school GPA and performance on a nationally normed standardized examination.

Admission to graduate programs will be based on a similar demonstration of previous preparation and performance.

Both high school GPA and standardized test scores predict college success. The first is a better predictor than the second, but the two combined in an index produce the best predictability of success.

It is important to include a standardized test as part of this index because high school GPAs may reflect varying degrees of grade inflation. Grading practices vary from school to school.

It also is important to employ a nationally recognized test. Our college graduates must be able to compete with college graduates from other states and regions. They will not be competitive if they begin their college work with preparation inferior to that of students from other states. Because the job market for holders of baccalaureate and graduate degrees is becoming national in scope, it is important to make a national comparison of how well we are preparing our entering students.

The three comprehensive universities and The Evergreen State College constitute one access point in this proposed system. Regular admission to these institutions will be based on a combination of high school GPA and a standardized test score that offers a reasonable probability of program completion.

Regular admission to the third access point, the two research universities, will use similar combinations of GPA and test score, but for these institutions the index will predict a high probability of successful program completion.

An alternative admission procedure will be established for freshman applicants who do not meet the state's minimum standards. This is necessary to accommodate prospective students for whom test scores and high school grades are not good predictors of college success. An institution may admit a specified percentage of each year's entering freshman class under these separate procedures. In establishing this exception, the Board does not intend to diminish any effort to recruit underrepresented minorities.

Separate procedures also will be established for older students with no higher education experience who are not admissible under the minimum admission standards. The high school record of these students should not be used to predict their success in college.

For graduate admission, applicants must have a specified minimum undergraduate GPA and submit scores on an appropriate nationally standardized test. Alternative admissions procedures also will be developed to admit a limited percentage of graduate applicants. As with admission of undergraduates, the special circumstances of students who have not participated in formal education programs for some years will be considered.

Three elements are critical to the success of a system with three access options:

- A funding process that supports programs of comparable high quality in all three sectors.
- A clear and predictable transfer policy that makes upper-division study accessible and maximizes the efficiency of a system with a strong community college component. The Higher Education Coordinating Board will conduct a study, scheduled for fall 1988, of transfer policies, procedures, and availability and use patterns.
- An effective program of remedial education that will address the needs of students not qualified for regular admission to degree programs. Remedial education must be available to all who seek to qualify for a degree. It should be designed to help the student enter and complete the degree program.

Board Action: ***A system of admission standards providing multiple points of access will be established. The system will continue the community college open-door policy and implement statewide minimum standards for the state comprehensive institutions and research universities. These standards, based on the probability of student success, will be established by the Higher Education Coordinating Board. Admission criteria for freshmen entering baccalaureate programs will include the use of high school GPA, nationally standardized test scores, and high school course work. Alternative admission standards will be devised and applied to a limited percentage of entering students. Special provision will be made for older applicants with no previous college experience. Graduate program admission standards will include a nationally standardized test for the program area and college GPA.***

The proposed system of admission will mean students enter institutions most appropriate to their preparation, ability, past academic achievement, and their educational needs. This system (1) has the desirable characteristic of coupling admission standards to the probability of student success, (2) appropriately advocates a reasonable match between developed student competencies and the institutional environment, and (3) incorporates much of present practice while moving toward elimination of inefficiencies.

Effects on Minorities

The new admission standards should be implemented in a manner that will encourage more minorities to enter and complete college. Participation of minority students in higher education is important, but it is equally important to ensure their success. It is imperative that higher education officials work cooperatively with the public schools to encourage and support minority students to successfully complete high school. This involves outreach activities that provide students at the middle and junior high school level early contact with the higher education community. At the same time, colleges and universities must work closely with employers to ensure that minority students who successfully complete higher education programs find appropriate employment. The Statewide Minority Task Force is expected to provide advice about how these objectives can be accomplished.

Institutional Role and Mission Assignments

Role and mission statements are an essential part of any state's master plan. Together they describe the division of labor among institutions and, in so doing, establish boundaries to the movement of institutions into new program areas, new markets, and new educational activities.

Role and mission statements also serve other purposes. They are very important tools of institutional leadership. The process of developing role and mission statements can be useful for forging and recording a consensus among various campus constituencies on institutional purpose and aspirations. Role and mission statements establish goals, expectations, and responsibilities while also limiting limit the activities the institution may perform in pursuit of its mission. The adoption of these statements provides guidance to institutional management and a standard by which external audiences can evaluate institutional achievement and worth.

The Higher Education Coordinating Board is required by statute to "develop and establish role and mission statements for each of the four-year institutions and for the community college system." The process of preparing, reviewing, and approving institutional role and mission statements provides the mechanisms for arriving at agreement regarding the identity and purpose of the institution within a statewide system of public postsecondary education.

It seems appropriate in this process that the initial identification of role and mission should be set forth in the master plan at the sector level. Individual institutional role and mission statements should be developed in accordance with the sector role and mission as well as with the entire master plan approved by the Legislature.

Role and mission assignments should incorporate these principles:

- Only research universities should offer the doctoral degree.
- Only the two research universities, The Evergreen State College, and the three comprehensive universities should offer baccalaureate degree programs.
- Only community colleges should offer the associate degree.
- Research universities should emphasize upper-division enrollment so as to provide adequate opportunity for the transfer of students from comprehensive universities, the state college, and the community colleges.
- Each of the four-year institutions should develop program areas of emphasis to be identified in the institutional role and mission statements.

In developing individual role and mission statements, baccalaureate institutions and the community college system should be guided by these principles as well as by the sector role and mission statements that follow. These sector statements distinguish between role and mission. Role is defined as the proper or customary functions to be served by the sector. The mission is a description of *how* the sector is expected to go about performing its role.

Board Action: ***Sector Role and Mission Statements***

Research Universities

Role. ***To accomplish basic and applied research programs of the highest quality while offering a comprehensive array of baccalaureate and graduate programs to appropriately prepared students.***

Mission. ***To make quality instruction and research the highest priority; to attract and enroll appropriately prepared undergraduate and graduate students; and to provide faculty the resources and flexibility to engage in both teaching and advanced research activities, including the opportunity to perform public service, consulting, and joint research with government and external organizations.***

Comprehensive Universities

Role. ***To provide high-quality education to appropriately prepared students by offering (1) a broad range of undergraduate programs, and (2) selected master's degree programs designed to meet regional needs for professional and continuing education as well as unique programs of statewide significance based on the university's special resources.***

Mission. ***To place highest priority on the quality of undergraduate instruction; to maximize access to qualified students who have demonstrated that they are prepared for university studies; and to engage in research, community service, and professional practice that are compatible with the teaching function, responsive to regional needs for applied research, or contribute significantly to scholarly knowledge and intellectual vitality.***

The Evergreen State College

Role. ***To provide high-quality undergraduate education to appropriately prepared students by offering a unique curriculum of liberal arts and sciences characterized by interdisciplinary studies, close faculty-student contact at all levels of the curriculum, and collaborative teaching and learning; and to provide a selected offering of master's level programs of statewide significance based on the college's special resources, including serving the needs of state government.***

Mission. ***To place highest priority on the quality of undergraduate instruction; to maximize access to students appropriately prepared for university studies and whose educational goal and needs can be met best by an Evergreen education; and to engage in research, community service, and professional practice that (1) is compatible with the teaching function, and (2) is responsive to needs for applied research or contributes significantly to scholarly knowledge and intellectual vitality.***

Community Colleges

Role. ***To provide high-quality associate degree programs that constitute the first two years of baccalaureate degree programs; to provide vocational, technical, and basic skills courses and programs through which citizens are given the opportunities to acquire or update the technical, vocational, and academic skills and knowledge necessary for their successful employment and advancement in the workforce; and to provide enrichment courses and cultural activities for cultural development.***

Mission. ***To provide broad access to educational programs of high quality, educational services, and cultural opportunities at times and locations convenient to citizens, including the provision of academic transfer, vocational training and retraining, and developmental programs designed to enable students to complete successfully their desired programs and goals; and to provide faculty members the resources and opportunity to engage in professional development activities supportive of their teaching assignments.***

Access to quality programs provided through institutions organized into an efficient delivery pattern are necessary conditions for the achievement of planning goals. The admission policy presented in this chapter provides multiple points of access to our system of public higher education. It establishes different admission standards for each higher education sector and includes provisions for students to move among sectors according to their academic interests or needs. This policy makes public higher education accessible to all who might benefit while encouraging students to enter the most appropirate institutions for their educational goals, academic preparation, interests, and past achievement.

Chapter 6

Advancing Quality: Summary of Goals, Actions, and Recommendations

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Chapter 6

Advancing Quality: Summary of Goals, Actions, and Recommendations

This master plan is a collection of policy recommendations and Board actions intended to move Washington higher education in the direction of identified goals. The preceding chapters present these recommendations and Board actions in the context of discussion of problems that call for new policies. This chapter summarizes the recommendations and Board actions to enable the reader to see their relationship and gain a sense of the plan as a whole.

The plan includes 14 Board actions and recommendations. They will require implementation by one or more agencies or institutions. A schedule of implementation is set forth in Chapter 7. The 14 Board actions and recommendations are presented without priority, in the same order that they appear in the previous chapters.

Goal: ***To develop and maintain a higher education system that provides for cultural enrichment, develops social leadership, and fosters economic development.***

Recommendation: ***All higher education degree programs should provide curricula that (1) help students become independent, self-reliant citizens, while instilling a sense of community; (2) broaden cultural horizons and social awareness; (3) develop the capacity for interesting, meaningful, and satisfying lives; (4) develop an appreciation for the shared values of discipline, cooperation, toleration of differences, and respect for truth; and (5) develop the ability to think creatively, analytically, and independently through inquiry, analysis, and evaluation.***

Recommendation: ***Colleges and universities should continue their contributions to the cultural enrichment of citizens residing in their service areas. In addition, through telecommunications and extended programs, institutions should emphasize reaching the state's dispersed smaller populations who have limited access to cultural activities and events.***

Recommendation: ***Higher education institutions and higher education agencies in this state should provide leadership for the rest of society by establishing and implementing policies and practices that ensure the full participation of women, minorities, and disabled persons in higher education programs as students, faculty, staff, and administrators. Special efforts should be made to increase participation of all these groups in decision-making positions. Institutions and agencies should allocate sustained and adequate funding for this purpose.***

Recommendation: ***A concerted effort should be made by the institutions and the nonacademic community to ensure that the quality of higher education is sufficient to meet the economic needs of our state and society. Stronger partnerships should be forged between academia and industry and the various sectors of the economy to encourage economic development through such means as training, research, and the effective transfer of scientific and technological advances. To this end, institutions should review their current policies to ensure that they encourage participation in these partnerships. Greater emphasis should be placed on the careful assessment, evaluation, and coordination of economic development activities within and among the institutions. Coordination should occur in a manner that does not stifle innovation, creativity, an entrepreneurship at the institutional level.***

Goal: ***To provide access to higher education for Washington citizens prepared to complete successfully a program of study, and to provide such access equitably and with maximum efficiency.***

Recommendation: ***Additional upper-division and graduate educational services should be provided in Spokane, Vancouver, the Tri-Cities, and the Puget Sound area. These services should be designed to serve both placebound and nonplacebound students, but the placebound should receive higher priority. Both traditional modes of delivery and telecommunications should be employed.***

Recommendation:

Vancouver. ***Washington State University is designated as the responsible institution and should operate a branch campus that provides upper-division and graduate programs in the Vancouver area.***

Tri-Cities. ***Washington State University is designated as the responsible institution and should operate a branch campus that provides upper-division and graduate programs in the Tri-Cities area.***

Spokane. ***Washington State University and Eastern Washington University are designated as the institutions responsible for providing upper-division and graduate programs in the Spokane area, with the division of responsibilities assigned by the Higher Education Coordinating Board.***

Puget Sound. ***The University of Washington is designated as the responsible institution to ensure an expansion of upper-division and graduate programs in the Puget Sound area. These programs may be offered at branch campuses at one or more locations.***

Goal: ***To establish a system of public higher education that allocates adequate resources to institutions, provides institutions flexibility in applying those resources to produce quality higher education, and holds institutions accountable to the public for the results.***

Recommendation: ***The Office of Financial Management, working closely with an advisory council representing public higher education interests, should produce state and campus-specific enrollment forecasts reflecting the higher education needs of the state.***

Recommendation: ***The funding process for higher education in Washington State should be based on the SAFE process to ensure that institutions individually, and as a system, have the financial capacity to provide quality education to all who enroll.***

Board Action: *The Higher Education Coordinating Board, the State Board of Education, the State Board for Community College Education, and the Superintendent of Public Instruction will work with institutional representatives to establish a secondary-higher education task force to define the basic academic competencies, the content of basic academic subjects, and to recommend ways to increase efficiency through better K-12-higher education curriculum articulation.*

Board Action: *The Higher Education Coordinating Board, the State Board of Education, the State Board for Community College Education, and the Superintendent of Public Instruction will develop and recommend for implementation a program that would enable high school students to enroll in courses and programs leading to concurrent high school and postsecondary education credit, and study means of encouraging maximum applicability of that credit to the student's postsecondary educational objectives — including credit earned through examination and course challenge options.*

Board Action: *The Higher Education Coordinating Board will undertake a study of the costs and economies of calendar conversion to evaluate the practicality of establishing a common semester calendar.*

Recommendation: *Washington public postsecondary institutions should develop multi-dimensional performance evaluation programs. Four-year institutions should be responsible for developing assessment of the baccalaureate degree and graduate program experiences by means appropriate to each institution's curriculum. Additional components of the programs for all institutions should include followup data on graduates' work experience, satisfaction surveys about students' educational experience, and surveys of employer satisfaction with employees' college prepara tion. During the 1987-88 and 1988-89 academic years the institutions will conduct pilot studies to assess the usefulness and validity of nationally normed tests of communication, computation, and critical thinking skills that would be administered in the last term of the sophomore year. A committee of institutional personnel and Board staff will be formed to make a recommendation to the Board on the advisability of requiring such a test. If the pilot testing period proves that a test of this kind is appropriate, there will be a recommendation that it be adopted; if it proves that a test of this kind is inappropriate, the Board would look for an alternative to provide a systematic external evaluation of institutional performance.*

Goal: *To divide responsibilities among public institutions so that quality higher education is provided with maximum efficiency.*

Board Action: *A system of admission standards providing multiple points of access will be established. This system will continue the community college open-door policy and implement statewide minimum standards for the state comprehensive institutions and research universities. These standards, based on the probability of student success, will be established by the Higher Education Coordinating Board. Admission criteria for freshmen entering baccalaureate programs will include the use of high school GPA, nationally standardized test scores, and high school course work. Alternative admission standards will be devised and applied to a limited percentage of entering students. Special provision will be made for older applicants with no previous college experience. Graduate program admissions standards will include a nationally standardized test for the program area and college GPA.*

Board Action: *Sector Role and Mission Statements*

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Role. *To provide high-quality undergraduate education to appropriately prepared students by offering a unique curriculum of liberal arts and sciences characterized by interdisciplinary studies, close faculty-student contact at all levels of the curriculum, and collaborative teaching and learning; and to provide a selected offering of master's level programs of statewide significance based on the college's special resources, including serving the needs of state government.*

Mission. *To place highest priority on the quality of undergraduate instruction; to maximize access to students appropriately prepared for university studies and whose educational goal and needs can be met best by an Evergreen education; and to engage in research, community service, and professional practice that (1) is compatible with the teaching function, and (2) is responsive to needs for applied research or contributes significantly to scholarly knowledge and intellectual vitality.*

Chapter 6

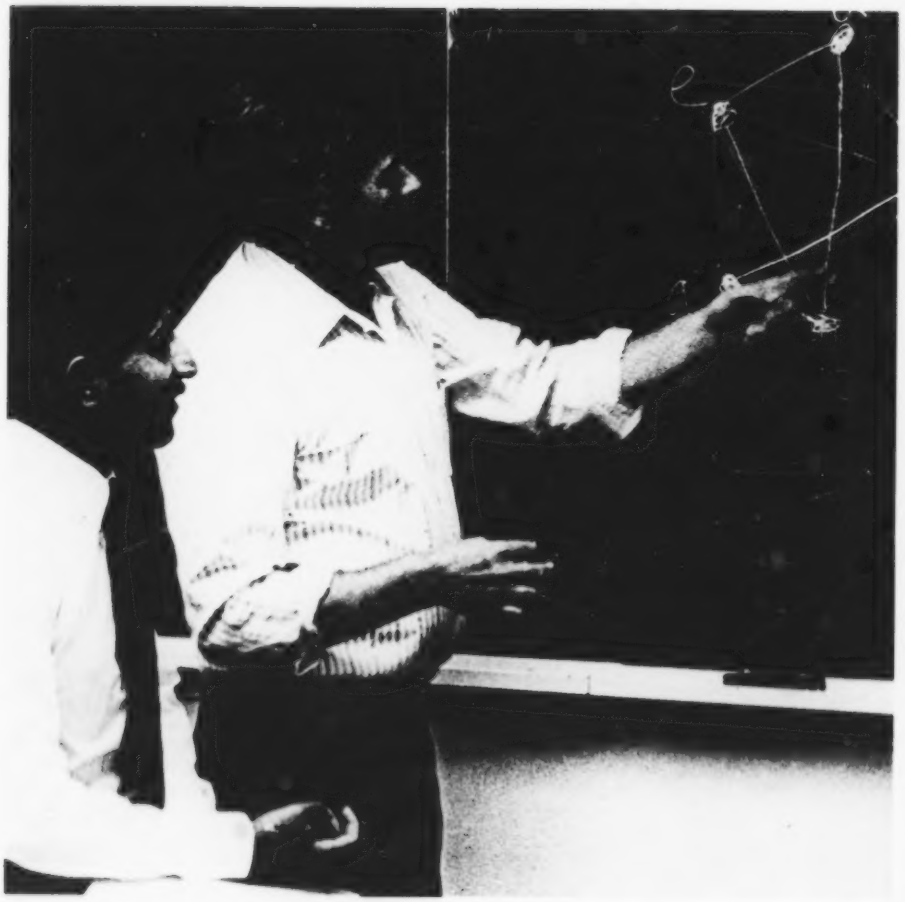
Community Colleges

Role. *To provide high-quality associate degree programs that constitute the first two years of baccalaureate degree programs; to provide vocational, technical, and basic skills courses and programs through which citizens are given the opportunity to acquire or update the technical, vocational, and academic skills and knowledge necessary for their successful employment and advancement in the workforce; and to provide enrichment courses and cultural activities for cultural development.*

Mission. *To provide broad access to educational programs of high quality, educational services, and cultural opportunities at times and locations convenient to citizens, including the provision of academic transfer, vocational training and retraining, and developmental programs designed to enable students to complete successfully their desired programs and goals; and to provide faculty members the resources and opportunity to engage in professional development activities supportive of their teaching assignments.*

Chapter 7

Realizing Quality: Implementation



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Chapter 7

Realizing Quality: Implementation

Once this master plan is adopted, several groups are responsible for implementing it. This chapter outlines those responsibilities and suggests implementation schedules that provide a standard for measuring progress.

The five schedules are organized on the basis of the plan's four major themes and the goals and recommendations. They list the actions to be accomplished; name the agencies, institutions, or bodies to accomplish them; and suggest completion dates. The schedules often call for collaboration among different agencies and institutions. They also include a number of related studies to be conducted by the Higher Education Coordinating Board.

Master Plan Implementation Schedule

Action	Agent	Date
Provide increased service to urban areas		
Submit plans for service to Vancouver	WSU, HECB	5/1/88
Submit plans for service to the Tri-Cities	WSU, HECB	6/1/88
Submit plans for service to Spokane	WSU, EWU, HECB, Spokane Joint Center Board	7/1/88
Submit plan for development of a center for advanced studies in Spokane	WSU	7/1/88
Submit plans for service to Puget Sound	UW, HECB	8/1/88
Establish a new funding basis		
Complete development of marginal cost factors and cost elements for use in SAFE process	HECB, OFM, institutions	9/1/88
Form OFM enrollment advisory council	OFM, HECB, SBCCE, institutions	2/1/88
Begin phase-in of funding using SAFE process	Legislature	7/1/89
Complete phase-in of funding using SAFE process	Legislature	7/1/95
Implement a system of performance evaluation		
Determine appropriateness of sophomore year test	Institutions, HECB	9/1/89
Implement assessment of baccalaureate and graduate program experience	Institutions	7/1/89
Implement survey and reporting system for placement of graduates and student and employer satisfaction	Institutions, HECB	7/1/89
Adopt a new system of admission standards		
Adopt new minimum standards at baccalaureate institutions	HECB	2/1/88
Begin transition to new admission structure	Institutions	9/1/88
Complete transition to new admission structure	Institutions	9/1/91
Adopt community-college-to-university transfer procedures and policies	Institutions, HECB	11/1/88
Advance equity, efficiency, and effectiveness		
Submit report to HECB on how to increase participation by minorities	Statewide minority task force	1/1/88
Implement process for monitoring affirmative action results	HECB	1/1/88
Adopt institutional role and mission statements	Institutions, HECB	3/1/88
Adopt higher education telecommunication plan	HECB	8/1/88
Complete study of tuition and fee policies	HECB	9/1/88
Complete review of institutional policy concerning participation with industry	Institutions	1/1/89
Complete study of student financial aid policy	HECB	9/1/89
Complete study of K-12 articulation with higher education	HECB, State Board of Education, SBCCE	12/1/88
Complete study of proposals for accelerating transition to college	HECB, State Board of Education, SBCCE	12/1/88
Complete study of costs and economies of calendar conversion	Institutions, HECB	12/1/88
Complete study of enhancement of the vocational education delivery system	HECB	7/1/89

Appendices

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Higher Education Coordinating Board Master Planning Process and Previous Planning Efforts

The Higher Education Coordinating Board, established in 1986, was preceded by the Council for Postsecondary Education, which produced its first six-year comprehensive plan in 1976.

The second plan, for 1983-89, focused on two themes: access and quality. It had 101 recommendations, including 26 carried over from the 1976-82 plan. This period was characterized by severe recession in the state. Higher education had operated with inadequate revenues since the early 1980s and there was the specter of continuing federal reductions. The Council worried that this inadequate financial support coupled with continued high enrollment would compromise the quality of Washington public higher education.

These two planning documents were detailed, ambitious, and deliberately broad in scope. The planning and adoption process was iterative and included the review and input of Council members, staff, institutional representatives, and a large number of participants at public meetings. But the Council did not have sufficient authority to implement the elements of the plan.

The Council for Postsecondary Education was abolished at the end of 1985 and the Higher Education Coordinating Board was created effective January 1, 1986, by legislation that strengthened the planning function by charging the Board with preparing a master plan to be presented to the Legislature and the Governor for adoption.

The Board's approach to planning was different from its predecessor. Instead of framing a set of broad policy options, gathering public comment, and then cloistering the staff to compile a large, completed document that was difficult to amend, the Board organized its approach around a series of appropriately framed questions.

To determine these critical questions, the Board asked for assistance and advice from the public, business and civic leaders, educational institutions, the Legislature, and community organizations in defining the most important issues facing higher education. Twelve questions emerged that addressed the issues cited most often. The policy recommendations that were framed in response to these 12 questions became the basis of the master plan.

The 12 questions fell into four broad areas:

- Access.
- Quality.
- Finance.
- Structure and management.

Access

- On what basis should individual access to public higher eduation institutions be provided and how can such a plan be enacted while increasing access for underrepresented minorities?
- To what extent should educational services be readily available to urban populations and how should these services be provided?
- In order to meet identified needs, should enrollment levels be established at each institution or groups of institutions and, if so, on what basis?

Quality

- How should the performance of higher education institutions be evaluated and by whom?
- What incentives should the state provide so as to increase the effectiveness of public higher education institutions?
- How should the linkage between Washington public higher education and the economic, social, and cultural well-being of Washington citizens be strengthened?

Finance

- On what basis should funds be appropriated to public institutions and how should an adequate level of support be determined?
- What policy and principles should quide recommendations for student tuition and fees?
- What policy and principles should guide recommendations for funding the student financial aid program?

Structure and Management

- What roles and missions should be assigned the various higher education institutions?
- What combination of policies and practices will provide an optimum balance of institutional management flexibility and public accountability?
- How can the higher education system be made more efficient without reducing the quality of its products?

The staff drafted an issue paper highlighting the problems, identifying the critical variables, and framing policy options for each of these critical questions.

Each issue paper was distributed widely and presented to the Board in public session. A month later the Board heard public comment on the issues and a month after that, having received a staff recommendation and reviewed the public testimony, the Board made tentative policy decisions.

After the 12 critical questions had been addressed through this process, the Board reviewed its tentative policy decisions for consistency and directed its staff to prepare a draft plan based on the policies. The draft plan was submitted for final public comment and was reviewed by the Board October 16, 1987, for revision in light of that comment. The final document was approved by the Board on November 5, 1987.

County-by-County Higher Education Participation Rate

The rate of participation of high school graduates in public community colleges and baccalaureate institutions is shown below for each Washington county and the state as a whole.

County	1985-86 high school graduates	1986 high school graduate enrollment		Participation rate, %	
		Community colleges	Public four-year institutions	Community colleges	Public four-year institutions
Adams	169	32	27	18.9	16.0
Asotin	175	18	25	10.3	14.3
Benton	1,345	312	198	23.2	14.7
Chelan	502	132	86	26.3	17.1
Clallam	507	123	36	24.3	7.1
Clark	2,516	503	252	20.0	10.0
Columbia	45	10	9	22.2	20.0
Cowlitz	947	268	64	28.3	6.8
Douglas	301	81	46	26.9	15.3
Ferry	68	7	12	10.3	17.6
Franklin	340	93	41	27.4	12.1
Garfield	33	6	8	18.2	24.2
Grant	666	174	76	26.1	11.4
Grays Harbor	523	184	53	35.2	10.1
Island	421	72	77	17.1	18.3
Jefferson	170	46	22	27.1	12.9
King	13,450	3,871	3,354	28.8	24.9
Kitsap	1,735	536	225	36.9	13.0
Kittitas	276	23	51	8.3	18.5
Klickitat	207	35	18	16.9	8.7
Lewis	650	240	49	36.9	7.5
Lincoln	152	36	29	23.7	19.1
Mason	284	61	40	21.5	14.1
Okanogan	362	84	60	23.2	16.6
Pacific	201	53	23	26.4	11.4
Pend Oreille	104	24	18	23.1	17.3
Pierce	5,198	1,199	695	23.1	13.4
San Juan	70	19	13	27.1	18.6
Skagit	686	208	97	30.3	14.1
Skamania	51	6	9	11.8	17.6
Snohomish	3,985	1,076	518	27.0	13.0
Spokane	3,783	952	779	25.2	20.6
Stevens	318	51	64	16.0	20.1
Thurston	1,669	396	281	23.7	16.8
Wahkiakum	32	13	2	40.6	6.3
Walla Walla	485	158	49	32.6	10.1
Whatcom	1,104	202	236	18.3	21.4
Whitman	320	46	108	14.4	33.8
Yakima	1,955	548	269	28.0	13.8
Total	45,805	11,898	8,019	26.0	17.5

Guidelines for Service to Spokane

The following items specify the assignment of responsibilities for providing educational services to residents of the Spokane area.

- Washington State University and Eastern Washington University should offer degree programs and educational services consistent with their respective roles and missions and the needs of Spokane.

- Provided sufficient need is demonstrated, Eastern Washington University should offer any programs in its current inventory that do not contravene the major lines of responsibility reserved by statute to Washington State University.

- Provided sufficient need is demonstrated, Washington State University should offer any programs in its current inventory that do not duplicate the authorized offerings of Eastern Washington University. Should duplication of Eastern Washington University's offerings be warranted by the needs of Spokane, the duplication must be justified to and approved by the Higher Education Coordinating Board (HECB).

- If need should arise for programs not in either institution's inventory, the offering of such programs requires approval by the HECB with the advice of the Joint Center for Higher Education. Such additional offerings must be in conformity with the role and mission of the individual institutions.

- The development of cooperative programs and activities between Washington State University and Eastern Washington University should be encouraged.

- In offering any program, both Eastern Washington University and Washington State University must adhere to the HECB's new program review procedures and off-campus guidelines, except insofar as the HECB recognizes the status of Eastern Washington University as a co-located institution.

- Community Colleges of Spokane should be the primary providers of lower-division undergraduate courses and programs in Spokane.

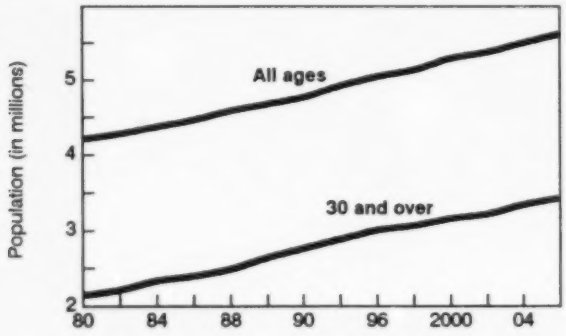
- The private institutions of higher education in Spokane should be recognized for their distinctive contributions to Spokane, and their collaboration in educational adventures should besought by the public institutions. Current cooperative relationships should be continued and could serve as a model for additional cooperation.

- The activities of the Board of the Joint Center for Higher Education should continue with special emphasis on (1) assisting in the identification of community needs for higher education services at all levels; (2) seeking ways of meeting the needs so identified; (3) fostering the development of cooperative delivery systems, principally between Eastern Washington University and Washington State University, but also all other providers, including Spokane community colleges and private institutions. To this end, the membership of the Board of the Joint Center for Higher Education should be expanded to increase representation by the Spokane community.

On acceptance of the master plan by the Legislature, the Higher Education Coordinating Board expects Washington State University to submit its plans and implementation strategy for developing a Center for Advanced Studies in the Spokane area.

Details of Enrollment Demand Forecast

Demand for public higher education in Washington is forecast to stabilize or even drop slightly between now and 1995. After 1996, however, projections show the most dramatic enrollment growth since the '60s. And 65 percent of the increased demand is expected to occur in the historically underserved urban areas of the state.



State Population Growth by Age

Assumptions

The forecast is divided into two periods. The short-term forecast extends through 1995, and the long-term forecast covers the period from 1996 to 2006.

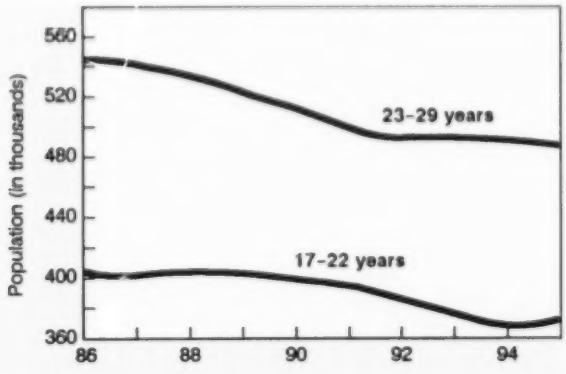
The traditional college-age population is made up of a younger group of students aged 17 to 22 years and an older group of 23- to 29-year-olds. A third group of those over 30 does not account for a large share of the college population today, but is forecast to increase.

It is assumed that private institutions will retain their current percentage of overall postsecondary enrollment throughout the forecasting period.

Short-Term Forecast

For the short-term period, community college enrollment is expected to stabilize. Baccalaureate institutions, however, can expect enrollments to drop slightly because they attract a different age of students.

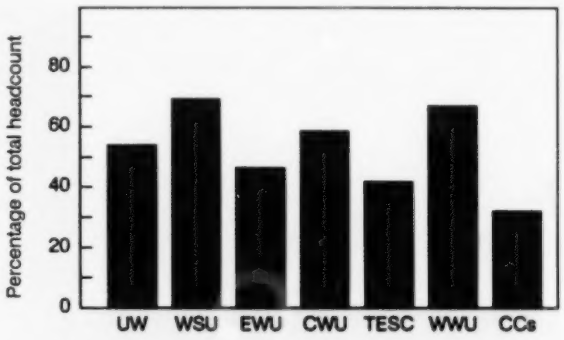
As shown by the following graph, the traditional pool of new college students -- high school graduates -- will drop from 1989 through 1995. There also will be a 60,000-person decline in the older 23- to 29-year-old group, but this drop will not be as sharp as the decrease in the younger group. The size of the over-30 group is expected to increase.



Projected College-age Population (1986-1995)

Although overall higher education enrollment is expected to drop slightly during the short term, community college enrollment should be approximately level because community colleges enroll a larger percentage of both of the older groups than senior institutions do.

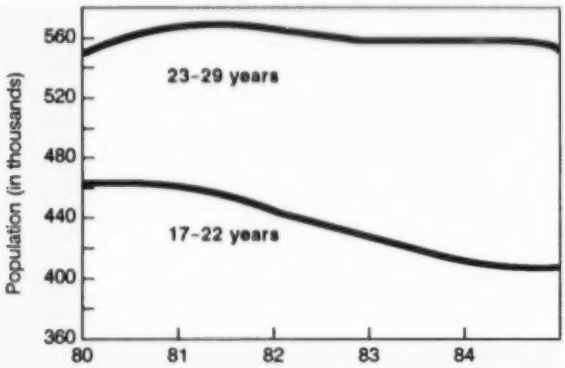
The baccalaureate institutions are in different circumstances. Because they enroll a large percentage of the declining 17- to 22-year-old group, their enrollment will drop. Each institution attracts its own mix of ages, as shown by the chart. A decline in the youngest age group will affect each one diffently.



Enrollment of Students Aged 22 Years and Below as a Percentage of Total Headcount (Fall Term, 1986)

Relating short-term demographic trends to the age of students historically attracted by the various institutions suggests an overall decline in enrollment at baccalaureate institutions accompanied by potentially very sharp declines at those institutions that have relied heaviest on the enrollment of recent high school graduates.

There has been a decline in the 17- to 22-year-old group through the first part of this decade, yet the forecasted college enrollment reduction did not occur. This appears to have been the result of a relatively stable pool of the 23- to 29-year-old group, which increased by 4,000 persons between 1980 and 1985, and increased participation rates by older students. These factors compensated for the decline in the traditional age group, as shown by the following graph.



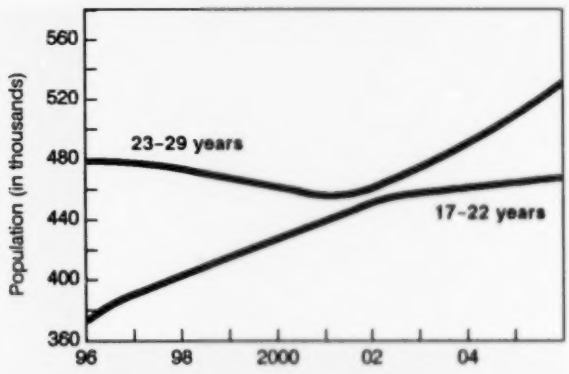
Projected College-age Population (1980-1986)

The 1980-through-1985 pattern is not expected to continue for the next decade. The size of the 23- to 29-year-old pool will diminish. Although the average age of the over-30 group will increase significantly, members of this group participate at a low rate and that rate decreases with age.

Long-Term Forecast

By contrast to the short-term forecast, the long-term forecast suggests the most dramatic change in demand for higher education since the rapid expansion of the 1960s. Enrollment at both community colleges and baccalaureate institutions is expected to increase sharply beginning in 1995, and most of the increased demand will be in the state's underserved urban areas.

The traditional college-age pool is forecast to increase by more than 100,000 persons during the 1995-2006 period. This translates into an increase in enrollment of more than 10,000 students regardless of which historical participation rate is applied. In the last half of this period, there also will be a sharp upturn in the 23- to 29-year-old pool, which will gain more than 40,000 persons by 2006. The trends are illustrated by the following chart.



Projected College-age Population (1996-2006)

The over-30 group will increase by 500,000 during the 1995-2006 period, but because of the anticipated continued low participation rate, this group will not have a major impact on the demand for higher education services.

An important aspect of the forecasted increase in demand is its geographical distribution. Sixty-five percent of the state population growth of more than 965,000 persons forecast from 1995 to 2000 will be absorbed by the six most populated counties, and these are the urban areas of the state that are presently underserved. The current condition of underservice coupled with the forecasted dramatic increase of demand for higher education services by new urban populations present a very serious problem for which a response must be developed now.

Details of the SAFE Process

Application

institution to receive at least the average per-student funding The goal of the SAFE process is for each Washington public of its peer group. The appropriation for a given fiscal period (the 1987-89 appropriation is recommended) would be the established funding base. For the ensuing two biennia, that base would be affected by three types of adjustments: stability of operations, adequacy adjustments, and focused excellence.

Full funding of the goal would be phased in over the 1989-91, 1991-93, and 1993-95 biennia. Only after having reached that goal should the SAFE process be applied in its entirety.

Stability

Stability adjustments resulting from inflation in salary and nonsalary areas include technical components, such as carry- forward costs of partial-year adjustments or pension supplementation costs. To recognize institution prerogatives to allocate resources, inflation increases would not be applied at the component level, such as equipment, library resources, or utilities. Instead, a uniform inflation factor based on the Higher Education Price Index (HEPI) would be applied to the institution for all nonsalary costs. This projection of anticipated cost-driven changes in the ensuing biennium provides the rationale for adjustments to the current operating base funding.

Salary adjustments for inflation would be identified separately for review by the Legislature when salary inflation for all state employees is considered. The basis of recommended salary adjustments would be the salary inflation factor derived from the HEPI rather than a comparison of salary levels among peers.

Adequacy of Support

Adequacy of support would be calculated on the basis of the institution's general operations support from taxes and tuition per full-time equivalent (FTE) student. Because of the different ways tuition revenues are treated in the budgets of peer institutions, the combined total of general state and local tax support and tuition revenue support is required to obtain a consistent comparison among institutions.

Once fully implemented, SAFE requires enrollment reductions if peer-average support levels are not maintained. For example, assume that peer averages have not been met for the 1995-97 and 1997-99 biennia. If the Legislature is unable to provide peer- average funding for the 1991-2001 biennium, the institution would have to begin enrollment reductions to reach the peer-average support level by the end of the 1991-2001 period.

Focused Excellence

Focused excellence has three components: noncompetitive grants, competitive grants, and institution-initiated proposals for qualitative improvement.

Additional funding to provide focused excellence would need to produce quantitative or qualitative change to the outcomes already being achieved by the institution. A means of measuring current and projected accomplishments would be required. Without such measurements, proposals could not be evaluated objectively for desirability or comparison with alternatives, and results could not be assessed effectively.

Noncompetitive grants should be made available to each institution to achieve performance objectives. Institutional proposals for funding must include baseline performance measures and stated objectives, evaluation methods to be employed, and the source of matching funds, either through reallocation of current funds or application of available nonstate funds. Examples of objectives that might be selected include improvements to assistance for small businesses, quality improvement to undergraduate education, increased assistance to agribusiness, recruitment and retention of minority and disadvantaged students, and enhancement of Pacific Rim trade.

The Higher Education Coordinating Board would review and evaluate grant proposals using outside experts. Funding recommendations would be incorporated in the Board's budget review process. Qualitative improvements funded by the Legislature should be added to the base budget (unless clearly designed as one-time activities) to provide stability for longer term projects and the incentive to reallocate existing resources without the risk of losing those resources in subsequent budget cycles.

Competitive nonmatching incentive grants would be awarded only for pilot or demonstration projects and would not become part of an institution's funding beyond the scope of the project. An example would be a project to develop and demonstrate an alternative approach to the teaching of calculus. Incorporation of successful projects into institutional budgets would be a responsibility of the institution. The Higher Education Coordinating Board would request funding to operate this program and would be responsible for the review and selection of proposals.

The Higher Education Coordinating Board also would review and comment on institution-initiated funding requests for qualitative improvements during the Board's regular review of operating budgets. It is anticipated, however, that with appropriate management flexibility and adequate funding, only proposals to achieve extraordinary institutional objectives would be considered favorably.

Enrollment Changes

Enrollment changes include departures from projected enrollment levels and changes in the enrollment mix (e.g., graduate vs. undergraduate, high-cost vs. low-cost program enrollments, etc.). All of these represent changes in cost. The representation of these changes in the funding level must be more precise than simply using average cost per FTE student. To prevent enrollment changes from resulting in windfalls or deficits, marginal cost factors must be developed and applied. Then changes in enrollment can be funded with reasonable accuracy. These cost factors must include both direct and indirect costs. The Educational Cost Study process provides such a basis as it develops cost differences among sectors, levels, locations, and discipline areas. The current operating budget would be adjusted for actual enrollment changes compared to projected changes before a new current operating budget is established.

Enrollment variation reasonably close to the institution's enrollment target would be tolerated without adjusting the base funding used to establish the next budget. Changes in enrollment levels are of two types: authorized and unplanned. Authorized changes are recognized by the Legislature. Unplanned changes result from institutional operations.

Authorized changes would be funded at the marginal cost rate until their cumulative total reached 10 percent of the base. At that time, the base would be adjusted to reflect the average cost for the cumulative authorized changes. This adjustment recognizes that the marginal rate cannot be used indefinitely and that at a certain level of change an allowance must be made for associated indirect costs.

For unplanned changes, enrollment levels above the authorized level would not be recognized as an adjustment to the base.

However, significant underenrollments -- those in excess of two percent of the authorized level -- would be recognized. Underenrollments of more than two percent in each of two consecutive years, or four percent in one year, would reduce the authorized level to the most recent level and the base budget would be adjusted accordingly using the cost factors for authorized changes. Given the biennial basis of the state budget process, underenrollment adjustments may have to be made by means of the allotment process as well as the budget process. Further, they would be implemented on a one-year-lag basis to enable institutions to accommodate the change. A pattern of consistent underenrollments or over-enrollments, even within the limits, likely would lead to adjustments in targeted enrollment levels.